Evaluation of Malawi Child Protection Strategy 2012-2018
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Final Report

Authors:

Mei Zegers (Team Leader)
Silvia Cifarelli, Bright Sibale, Sadia Mahmud Marshall, on behalf of Lattanzio Monitoring and Evaluation SRL
This evaluation report was prepared by a team of independent consultants from Lattanzio Monitoring and Evaluation SRL led by Dr. Mei Zegers. Mekonnen Ashenafi Woldegorgis, Research and Evaluation Specialist, UNICEF Malawi, managed and led the overall evaluation process in close collaboration with Afrooz Kaviani Johnson Chief, Child Protection Section, UNICEF Malawi.

The evaluation was supported by a reference group that included Mr. Richard Chakhame, Director and Ahmad Mmadi, Economist at MoGCDSW and Malla Mabona, Child Protection Specialist UNICEF Malawi.

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<td>Evaluators:</td>
<td>Mei Zegers (team leader), Silvia Cifarelli, Bright Sibale, Sadia Mahmud Marshall, Priscilla Matinga and Elena Buonomini as Quality Advisor, with additional support from Peter Jere, Ivy Gondwe, and Faiza Ahmed</td>
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<td>Name of the Organization Commissioning the Evaluation:</td>
<td>Ministry of Gender, Children, Disability and Social Welfare, Government of Malawi, and UNICEF Malawi</td>
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The evaluation team wishes to express its thanks to the many persons, including children, who have participated in this evaluation. They were open and shared their successes regarding the child protection initiatives but also about their concerns and recommendations to improve future work in this area. At all levels, from community to Traditional Authority, District and National level, participation was good. Interviewees from a wide range of Government, national and international development agencies, as well as civil society organisations were generous with their time. The members of the Evaluation Reference Group and (other) participants in the contribution analysis and validation workshops were very helpful and provided additional insights. Note that the Evaluation Reference Group consisted of representatives of Government, UNICEF and NGOs. Government and UNICEF staff shared important additional documentation that proved useful throughout the evaluation. We also appreciate the supplementary technical support of Ruth Bowen for her inputs into the review of the Theory of Change. We are grateful for the comprehensive support from all evaluation participants.

Evaluation Team:
Mei Zegers, Silvia Cifarelli, Bright Sibale, Sadia Mahmud Marshall, Priscilla Matinga and Elena Buonomini as Quality Advisor, with additional support from Peter Jere, Ivy Gondwe, and Faiza Ahmed.
Executive Summary

Purpose and Scope of the Evaluation

While in the years leading to the start of the NCPS Malawi had been making progress towards improving child wellbeing in some basic social services, it was clear that vulnerability and deprivation among children remained very high. Socio-economic factors such as poverty, hazardous child labour, inadequate education of caregivers, the impact of HIV, orphan status, and poor living arrangements posed major challenges. Major drivers of abuse of children were attributed to children’s challenging social, economic and ecological circumstances.

To address these great challenges to child well-being, the GoM with the support of UNICEF and other development partners, adopted a five-year National Child Protection Strategy (NCPS) 2012-2016 extended to 2018. The overall outcome level result of the NCPS is to “protect children from violence abuse, exploitation and neglect while mitigating the impact of HIV on them”.

In line with the child protection (CP) systems approach, the main strategic actions are:

1) **Coordination**: Institutionalizing coordination for results
2) **Legal & Regulatory**: Fast tracking implementation of legal & regulatory frameworks
3) **Capacities**: Fortifying the child protection sector (human resources, infrastructure, financing)
4) **Continuum of care**: Improving quality, expanding scope & coverage of protection services
5) **Process of care**: Taking to scale case management, early identification & referral frameworks
6) **Accountability**: Building accountability mechanisms & Information Management Systems

The Malawi NCPS is accountable for the achievement of 4 main results:

1) Regulatory frameworks, institutional coordination, standards and enforcement frameworks in place by 2016 (Strategic actions 1 and 2)
2) Ten most disadvantaged communities in 250 Traditional Authorities adopt protective practices and have access to expanded range of protection services – early identification, case management and referral by 2016 (Strategic actions 4 & 5)
3) A comprehensive Child Protection model (including prevention and response services, human resources, infrastructure and financing mechanisms) tested in seven districts by 2014 (Strategic Actions 3,4,5)
4) Functional national Child protection Information Management System in Place and the Capacity of the Department of Social Welfare developed to operate it by 2014. (Strategic action 6)

Between April and November 2018, an evaluation was undertaken to provide the Government of Malawi, UNICEF and other key stakeholders with an independent assessment of the overall performance and results at the outcome level of the NCPS. The evaluation balances retrospective aspects focused on accountability and legitimacy and forward-looking aspects to strengthen future programming.

To be noted that, the NCPS is the overarching focus of this evaluation but as per agreement in Inception Report, there is special focus on the UNICEF Country Programme 2012-2016 Component Result 3.1 on Child Protection.

The evaluation assessed the criteria: relevance, effectiveness, efficiency, impact, sustainability, scalability, gender responsiveness, coordination/partnership. The evaluation was expected to answer 38 specific evaluation questions which also included some sub-questions.

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1 Report on the review of the journey of life community awareness and mobilization tool in achieving child protection results in Malawi, 2016
2 UNICEF (2012), Malawi Child Protection Strategy 2012-2016. Lilongwe: UNICEF. Here forward referred to as the NCPS
The scope of the evaluation is nationwide with a specific focus on 10 districts where UNICEF has primarily focused the development of the child protection systems approach. Nevertheless, UNICEF work in all 28 districts of Malawi and some child protection activities, such as training on child protection for the police, were also supported in all districts.

**Methodology**

The evaluation follows a theory based and systems approach to evaluate the degree to which the strategy contributed to positive changes on child protection in Malawi. The Evaluation Team needed to reconstruct a diagrammatic ToC for this purpose. The ToC is based on the NCPS results framework and underlying logic in the CP programming documentation. The Evaluation Team additionally developed an Ex Post ToC that fine-tuned the original ToC from the Inception Report after the field work and initial data analysis had been completed.

An Inception Phase was followed by a field work phase. The field phase included visits to districts of Mzimba, Dedza, Blantyre, Machinga, Ntcheu an, Chikwawa districts. Field work included 105 interviews with key informants and other stakeholders and 42 Focus Group Discussions (FGDs) of which 12 consisted mostly of children. A Contribution Analysis Workshop was conducted with representatives of key stakeholders.

Qualitative analysis was conducted through the development of an evaluation question-based coding system in the software Atlas.ti. Subsequently over 1880 quotations from interviews and FGDs were assigned to the codes to facilitate the identification of major trends by evaluation question. Quantitative data from available national databases were analysed with the support of STATA and Excel software. It should be noted that no baseline was conducted at the inception of the NCPS and a Child Protection Information Management System was not yet implemented and harmonised. This meant that only the nationally available data could be used for quantitative analysis.

A first draft evaluation report was prepared, reviewed and discussed at a validation workshop in Malawi. This was followed up by the preparation of a next draft that incorporated the feedback obtained. The entire evaluation was conducted to be as participatory and transparent as possible. An especially constituted Evaluation Reference Group provided inputs throughout the process.

**Findings**

1) **Relevance and Design** –

The NCPS is highly relevant to the national child protection context in Malawi. The NCPS has set out a robust agenda for strengthening the national child protection system. Evaluation interviewees consistently cited the greater emphasis on a systems approach to child protection in Malawi as the strongest aspect of the NCPS. Embedding the case management method in the system was seen as highly relevant.

The internal logic and coherence within and between each strategy/result could be improved as it is not consistent across all results. The NCPS lacked stated risks and assumptions that could affect strategy implementation. The evaluation assessed the indicators as ambitious compared to the available resources to achieve intended full coverage, type and qualitative depth of action. The indicators also lacked definitions which proved challenging regarding agreed, accurate and consistent measurement of results. The design needed to include a comprehensive M& E system

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3 The selection criteria for UNICEF assisted districts are: geography (North, Central, south); performance (high, medium, low); and urban/rural while for non-UNICEF assisted districts the criteria are geography and urban/rural as well as emergency/non-emergency
covering all progress towards results (not only UNICEF), a baseline and endline survey and an evaluability assessment planned during an inception period. Detailed description of costing mechanisms would have been helpful.

2) Effectiveness

The evaluation concludes that the NCPS formed the framework for a child protection system incorporating appropriate and relevant prevention and response services in a relatively brief time. Contribution analysis indicates that the basic child protection systems structure exists in the focus areas. Nevertheless, there is a need to use a feedback loop across and between levels to improve the system at regular intervals, i.e. this is an important part of the systems approach that had not sufficiently been considered.

The NCPS contributed to positive changes to child protection in Malawi in almost all areas. The evaluation concludes that, at community level, it was the combination of different approaches and not one single action or approach that contributed to the changes. Many useful child protection approaches were developed and used across the thematic areas and were generally conceptually sound, well organised, and mostly well targeted. Nevertheless, approaches were implemented to highly varying degrees, mostly due to lack of sufficient resources. Six of the 13 targets were achieved. Three targets were partially achieved. Two targets on violence remain inconclusive because the NCPS does not define which indicators of violence are a priority and should be tracked. Two targets were identified as not yet achieved: child labour and on number of communities adopting protective child protection practices. Regarding communities and adopting protective child protection, this was particularly because the participative methodology of the Journey of Life tool⁴ that was used with communities resulted in a great deal of demand for child protection services. The supply side to be able to address these demands was still weak, however. As such, instead of continuing with demand generation, the Midterm Review of the NCPS and key NCPS partners felt that strengthening existing results generated from the Journey of Life methodology was the way to proceed to ensure quality results. The evaluation found, however, that overall awareness has increased, concrete steps were bearing results with often strong local child protection committees and committed child protection workers.

Though several coordinating bodies existed before the NCPS, the influence of the NCPS in this regard is visible in the functioning of the coordination and implementation bodies working on various policies and legal instruments. Coordination does still need improvement for increased effectiveness, impact and efficiency. A need for a single body to coordinate on children’s issues was identified. Increases are also needed for joint implementation and strengthened M&E across thematic areas and different types of entities. Coordination processes in place to respond to the particular child protection vulnerability of children during floods, droughts and other disasters are limited.

An analysis of the contribution of different entities to results on child protection was conducted in a workshop that key stakeholders attended. The combination of Government and UNICEF was viewed as the most important in terms of achieving effectiveness. This was followed by UNICEF and Government separately. Other entities were independently credited with almost one fifth of the results.

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High levels of motivation to work on child protection issues were noted at different levels with an especially commendable level of commitment in many communities. This is one of Malawi’s outstanding areas that should be leveraged and supported in forthcoming child protection strategies.

3) Efficiency

The NCPS was generally implemented efficiently with the available resources. They were well allocated and implementing staff and volunteers maximised the way that they could use the resources. The efficiency and quality of monitoring was not strong, however. While the Government, donors and implementing agencies do monitor the work at district and community level, this is done to varying degrees and frequency. Monitoring is mostly done through field visits and review of progress reports. The evaluation noted that community level monitoring of activities and case management was particularly challenging, this is largely because of insufficient resources for field visits. Technical data collection, entry and processing were limited as a result. The evaluation found that the collection of data and analysis of data sets into an overall Child Protection Information Management System (CPIMS) need to be more harmonised. In addition, there is also a need for more consistent and comprehensive data entry and use in all districts in Malawi so as to ensure a more reliable and robust CPIMS.

4) Impact

Despite data challenges and resource constraints, the expected impact of the NCPS can be considered as sufficiently achieved. Statistical data analysis to determine impact is limited by the quality and frequency of data sources so more and better data is needed in a future NCPS. A comparative analysis with available data was only able to show statistical impact in two areas: reduction in violence against women and early marriages in UNICEF supported districts. Nevertheless, the numerous interviews and focus group discussions supported this conclusion.

The NCPS did have an impact on coordination though (as stated) this tended to be more focused on planning and information exchange and less on synergistic joint activities and adapting the system.

Only two indicators tended to show a statistical difference between UNICEF and non-UNICEF supported districts (percentage of women who experienced violence and early marriages). It was not possible to ascertain variations between the different UNICEF districts, mostly due to challenges availability of data.

The evaluation found that there is a need to increase investment in birth registration services to ensure that all children born in Malawi have their births registered and receive a birth certificate. Simultaneously, allocating ID numbers to all children is essential as they can be used to identify and track a case while the child is protected anonymously using their ID number.

No notable unintended impacts of the NCPS itself were identified.

5) Sustainability

Sustainability of the NCPS is most notably visible in the development of the overall child protection system with all its components. The development of the case management, capacity strengthening, district and community support and other components are key in this regard. Challenges are not so much with the system itself—though strong feedback loops are needed—as with the requirement to invest more resources to ensure it is well implemented and is scaled up. To increase sustainability it is also important to scale up monitoring and follow up support after capacity strengthening initiatives.

5 National level, district, traditional authority and community level.

Evaluation Report
To the extent that integration with other sectors has occurred it contributes to sustainability. This is an aspect that needs further coordination improvement and concrete joint activities to reach the objectives. At current levels, the Government’s allocations cannot financially and programmatically sustain the established CP systems and their components into the future.

6) Scalability
The approaches that have been implemented as part of the NCPS all have potential for scaling up and/or replication. They provide tested means that fit well in a national child protection system. Naturally, adaptation, innovation and additional approaches can be added as part of a continual renewal and strengthening process. There are no activities where either Government or agencies by themselves are better positioned to scale up and replicate child protection actions from the NCPS 2012-2018 period. Rather, it is collaboration that is the most important with individual entities contributing their own expertise in a coordinated manner.

7) Gender and equity
The evaluation concludes based on interviews, focus group discussions and triangulated with progress reports and research reviews that the NCPS has pushed the country’s agenda on gender equality forward. The NCPS supported a major paradigm shift of the NCPS going from a focus on OVC to all forms of vulnerability. The specific issues concerning boys do need more attention, especially regarding violence, given that gender is not an issue that only concerns girls. There was a lack of specific mention of gender allocations in the budgets.

The extent to which equity regarding the most vulnerable children was addressed in practice was variable, however, and needs more attention in the future while maintaining a systems child protection based approach. Integration of a new NCPS with existing plans and strategies on vulnerable children would support this.

Good Practices
1) Malawian girls learning self defence against violence and sexual abuse.
2) Diversion and training life, vocational and entrepreneurial skills support approaches with children in conflict with the law

Lessons Learned
1) A well-defined Theory of Change with an evaluability assessment and adequate data collection planning prior to launching a future strategy are needed to ensure evaluability of results.
2) Having indicators that are difficult to link and compare to actual results over time is challenging.
3) The lack of costing and appropriate allocation of resources to the NCPS resulted in an ambitious plan that was not as realistic as could have been the case.
4) Coordination of planning and implementation needs to be more integrated and include focus on creating joint synergistic actions across agencies and thematic areas to be fully effective to address child protection.
5) All child protection systems need to have a feedback loop to use incoming information in a well-planned manner.
6) Within a systems approach, focus on the most vulnerable children still needs attention to ensure that their particular needs are addressed in the future while also maintaining a systems child protection based approach.

Recommendations
The recommendations are based on several sources but most especially from participative processes during interviews and FGDs and two workshops during which feedback was sought. Document review contributed to confirm the direction of the recommendations.
It is to be noted that the recommendations are not stand-alone but are inter-linked and should be implemented as such. Suggested details on the implementation of each recommendation are available in the Conclusions section of the main body of the report.

**Evaluation Criteria. Relevance**

1) Design a child protection strategy and results-based NCPS framework with indicators that can be objectively measured through a robust monitoring and evaluation framework. The new NCPS should be developed in a participatory and user-centred manner. *Priority: very high; Key responsible entities: Government, UNICEF, key development partners*

2) Ensure the realistic costing, detailed description of roles and responsibilities and clearly designed coordination mechanisms in the next NCPS. *Priority: very high; Key responsible entities: Government, UNICEF, key development partners*

3) Consider in the development of the new NCPS special attention to vulnerable children as related to existing strategies, policies and frameworks such as the existing National Plan of Action for Vulnerable Children, the Adolescent Girls and Young Women’s Strategy and National Strategy for Ending Child Marriage and other relevant strategies. *Priority: high; Key responsible entities: new NCPS designers and stakeholders*

**Evaluation Criteria: Effectiveness, Efficiency**

4) Ensure clearly designed and implemented coordination mechanisms for the implementation of the new NCPS. *Priority: very high; Key responsible entities: Government, UNICEF, key development partners*

**Evaluation Criteria: Effectiveness, Efficiency, Impact, Sustainability, Scalability**

5) Establish solid and consistent case management systems with a special focus on guidance and monitoring of community and district level implementers. *Priority: high; Key responsible entities: Government, UNICEF*

6) Place high focus on scaling up child protection system to new localities and sharing good practices and lessons learned. *Priority: high; Key responsible entities: Government, donors, implementing partners*

7) Promote awareness raising with strong focus on behaviour change. *Priority: very high; Key responsible entities: Government, donors, implementing partners*

8) Continue capacity strengthening of the child protection workforce at national and local levels including communities as planned. *Priority: high; Key responsible entities: Government, academe/formal/non-formal education and training providers, informal local and peer trainers, implementing partners, private sector contributions through corporate social responsibility*

9) Continue and strengthen current district and community-based activities particularly Children’s Corners and Safe Schools initiatives. *Priority: high; Key responsible entities: Government, UNICEF and all development partners*

10) Further develop the case management system and as a national cause to be championed for the sake of the protection of children. *Priority: high; Key responsible entities: Government, UNICEF and all development partners, representative champions and ambassadors for the cause of child protection*

11) Prioritise the enhancement of the birth registration system with unique ID numbers to strengthen child protection service provision and case management. *Priority: high; Key responsible entities: Government and supporting development partners*

12) Ensure adequate use of feedback and data as a driver for change to continuously strengthen child protection and its systematic approach. *Priority: very high; Key responsible entities: Government, UNICEF*

13) Strengthen and ensure the overall CPIMS is harmonised with and across existing child protection related data bases, is adequately funded, has good integration of case management systems and is operational in all localities. *Priority: high; Key responsible entities: Government, UNICEF*
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<td>AIDS</td>
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<td>UNICEF</td>
<td>United Nations Children's Fund</td>
</tr>
<tr>
<td>USD</td>
<td>United States Dollars</td>
</tr>
<tr>
<td>VAC</td>
<td>Violence Against Children</td>
</tr>
<tr>
<td>VDC</td>
<td>Village Development Committee</td>
</tr>
<tr>
<td>VSU</td>
<td>Victim Support Unit</td>
</tr>
</tbody>
</table>
1. Context and Background of the Evaluation

1.1 Introduction to the Report

This report presents the evaluation of the Malawi Child Protection Strategy, implemented from 2012 to 2018. The evaluation was conducted in the period April–November 2018 by an independent international team of Lattanzio Monitoring and Evaluation SRL contracted by the United Nations Children’s Fund (UNICEF) Malawi.

This evaluation was managed by an evaluation management team of UNICEF and the Ministry of Gender, Children, Disability and Social Welfare with technical support provided by a reference group comprising UNICEF, MoGCDSW and supporting development partners.

The evaluation assesses the five OECD/DAC criteria and corresponding main questions focusing on results achieved after close to seven years of implementation of the Child Protection Strategy. The findings and recommendation of the evaluation will be used to shape up the new child protection strategy and refine UNICEF Malawi’s five-year Country Programme of Cooperation 2019-2023.

This report consists of six sections. This first section provides the context and background to the evaluation and is followed by section two that presents the evaluation purpose, objectives and scope. Section three introduces the evaluation approach and methodology. Section four presents an analysis of the main findings on the evaluation criteria specified in the terms of reference (see Annex 1). Section five presents the main evaluation conclusions main lessons learned. Section six, presents the evaluation recommendations.

1.2 Malawi Overall Context

While at the beginning of the NCPS Malawi was making progress towards improving child wellbeing in some basic social services, it was clear that vulnerability and deprivation among children remained very high. Socio-economic factors such as poverty, hazardous child labour, inadequate education of caregivers, the impact of HIV, orphan status, and poor living arrangements posed major challenges. Major drivers of abuse of children were attributed to their social, economic and ecological circumstances.

To address these great challenges to child well-being, the GoM with the support of UNICEF and other development partners, adopted a five-year National Child Protection Strategy (NCPS) 2012-2016 extended to 2018. The overall outcome level result of the National Child Protection System
is to “protect children from violence abuse, exploitation and neglect while mitigating the impact of HIV on them”.

In line with the child protection (CP) systems approach, the strategic aims of the strategy are:

Between May and November 2018 an evaluation was undertaken to provide the GoM, UNICEF and other key stakeholders with an independent assessment of the overall performance and results at the outcome level of the NCPS 2012-2016 (extended to 2018). The evaluation balances retrospective aspects focused on accountability and legitimacy and forward-looking aspects to strengthen future programming.

Details of the Malawi context are included in Annex 3. Only a few key facts will be cited here so that readers not familiar with Malawi can understand the general context.

The Republic of Malawi is a presidential democratic republic, situated in South-East Africa and is divided into 28 districts and three regions (north, central and south), Malawi has an estimated 17.2 million, 52 % of whom are female and 46% are under the age of 15 for a total of 7.9 million of children

Malawi is classified as a low-income country with a narrow-based economy, heavily relying on agriculture, which accounts for about one-third of Growth Domestic Product (GDP) and 90% of export revenues. The economy of Malawi continues to be strongly dependent on development assistance from international donors, thus it is vulnerable to its fluctuations and to external shocks in general.

Poverty affects women and children disproportionately. Sixty-three percent of Malawi’s children are deprived of basic needs such as access to adequate nutrition, quality education, safe drinking

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7 MDGS III
water, sanitation facilities and health. Of the 63 per cent of children who live in deprivation, 94 per cent live in the rural areas\(^9\). Out of the total, 1.8 million children (53% girls and 47% boys) live in very vulnerable situations either do not live with their biological parents or live in households where no adult has had at least primary school, or they are single or double orphans\(^{10}\). Malawi has historically experienced recurring drought and floods conditions that have severely affected agriculture production (with its concomitant downward impact on GDP growth). Food insecurity persists, and malnutrition remains “a silent crisis”.\(^{11}\) According to findings of the Malawi Vulnerability Assessment Committee, 1,043,000 people remained food insecure in 2017.\(^{12}\)

HIV rates are comparatively high, and the incidence of other epidemic diseases are also still high, with a high impact on vulnerable groups and children. Even if HIV levels declined by over 50% between 2002 and 2012, HIV infection rate is the ninth highest in the world at 9.1% and the country remains a UNAIDS top 10 priority country. It is estimated that over 1.3 million children have lost one or both parents, 770,000 of them due to AIDS\(^{13}\). In 2015, 120,000 children under 14 were living with HIV\(^{14}\). Further, there are nearly 160,000 children with disabilities\(^{15}\).

School attendance rates show that 94% of girls aged 6-13 attend primary school compared with 93% of boys. The net attendance ratio drops in secondary school: only 18% of girls and 17% of boys age 14-17 attend secondary school.\(^{16}\) Only 5% of females and 9% of males have completed secondary school or gone beyond secondary school.

Gender issues have become more mainstreamed in political dialogue and policies but major issues such as cultural bias\(^{17}\), Gender-Based Violence (GBV), and scarce female representation in decision making bodies remain concerns. There is still gender inequality in Malawi. The country currently ranks 149 out of 189 on the UN’s Gender Inequality Index (GII)\(^{18}\) and has the 8\(^{th}\) highest child marriage rate in the world\(^{19}\). Currently 1 in 2 Malawian girls is married before the age of her

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9 Ibid
12 UNICEF (2017), Malawi Annual Report 2017
13 UNICEF (2012), UNICEF statistics info by country
14 In 2015, the Malawi Government estimated that 120,000 children aged between 0 and 14 years old were living with HIV. See Children’s corner Review Report 2017, 2017
17 Cultural bias is the phenomenon of interpreting and judging phenomena by standards inherent to one's own culture. In this case, it refers to people believing that their attitudes towards women and other gender issues are correct even if they lead to inequality, neglect, etc. See https://www.definitions.net/definition/cultural+bias
18th birthday. The 2015-16 Malawi Demographic and Health Survey showed that 47% of girls in Malawi have begun child bearing by the age of 18.20

In terms of legal framework, the GoM has adopted most international and regional treaties and conventions on child rights. At the national level, the Constitution of Malawi (1994, chapter IV, Section 23) provides the basis for the protection of all children in Malawi. There are several other pieces of legislation and a number of statutes that protect children and regulated their rights at the start of the NCPS 2012-2016 extended to 2018. Of notable interest is the Child Care, Protection and Justice Act (CCPJA) 2010.21 It is noteworthy to mention the amendment adopted to end child marriage in 2017.22

1.3 Background on the Development of the NCPS

In 2012 the Government in collaboration with UNICEF conducted a study, “Protecting Children in Malawi: A report on the major findings of the mapping and assessment of the National Child Protection System”.24 Together with data from the recurring DHS and MICS25 studies, it served to inform that the development of the NCPS. The NCPS is one of the key mid-term expected outcomes for sub-theme 4 “Child Development and Protection” under the second theme of the Malawi Growth and Development Strategy 2011-2016 (MDGS II)26, extended to 2018.27 The Malawi NCPS was accountable for the achievement of 4 main results as follows:

1. Regulatory frameworks, institutional coordination, standards and enforcement frameworks in place
2. Ten most disadvantaged communities in 250 Traditional Authorities adopt protective practices and have access to expanded range of protection services
3. A comprehensive Child Protection model (including prevention and response services, human resources, infrastructure and financing mechanisms)
4. Functional National Child protection Information Management System in Place and the Capacity of the Department of Social Welfare developed to operate it

More information on and results are provided under section Relevance and Design.

20 Children’s corner review report, 2017
21 Other important statutes on child rights, enacted or in draft form include: the Prevention of Domestic Violence Act (2006); the National Registration Act (2010); the Will and Inheritance Act (2011); the Adoption of Children Act (1949); the Deceased Estates (Wills, Inheritance and Protection) Act (2011); the Education Bill (2011)
23 In April 2017, with a constitutional amendment, the Parliament unanimously banned child marriage in the country by raising the minimum age of marriage from 15 to 18 years, for both girls and boys. The amendment sets a constitutional framework for the protection of all children from early marriage and aligns the Constitution with the 2015 Marriage, Divorce and Family Relations Act that the Parliament enacted
26 The MDGS II identifies nine Key Priority Areas (KPAs) among which one is Child Development, Youth Development and Empowerment
27 NCPS 2-12-2016 Extension
The NCPS covers a broad range of **stakeholders** which can be divided by development partners and implementing agencies, duty bearers and right-holders as depicted in the below table. More information on stakeholders is provided under section 4.2 Effectiveness and list of stakeholders and Annex 6 for details on stakeholders interviewed.

<table>
<thead>
<tr>
<th>International Development Partners</th>
<th>• UNICEF Malawi, UNDP, UN Women, ILO etc</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implementing partners</td>
<td>• National and International NGO Action Aid, Blantyre Synod, Byounique etc</td>
</tr>
<tr>
<td>Primary duty bearers</td>
<td>• National Government of Malawi and its agents and District Level and Traditional Authority Government</td>
</tr>
<tr>
<td>Secondary duty bearers:</td>
<td>• Community members and families</td>
</tr>
<tr>
<td>Rights holders:</td>
<td>• Children and adolescents including children with disabilities and/or affected by HIV or other vulnerabilities in the targeted districts</td>
</tr>
</tbody>
</table>

The overall estimated **budget** for the implementation of the strategy was up to **USD 40 Million**, including both regular resources (RR), other resources (OR) over a five-year period and across the six core components of the National Child Protection System. It is however important to note that RR and OR did not cover the whole estimated amount of USD 40 Million. They indeed only reached a total of USD 23 Million. All Rolling Working Plans (RWP) foresee a gap between estimated and actual allocated resources. The total disbursed amount over the period is up to a total of **USD 26 Million**, which accounts for 65% of the estimated amount. More information on financial data throughout the period is provided in Annex 9.

### 1.4 UNICEF Child Protection Programme Component—overview

The overall goal of the UNICEF Country Programme 2012 to 2016 (extended to end 2018) was to support national efforts to progressively realise children’s and women’s rights to protection within the framework of the Convention on the Rights of the Child (CRC), the Convention on the Elimination of Discrimination against Women (CEDAW) and the Millennium Declaration. This includes most importantly supporting the NCPS 2012-2016 with extension to 2018.

Within the **Child Protection component** of the UNICEF country programme, six strategies were identified to support national efforts to reduce violence, abuse, exploitation, neglect and the impact of HIV on children. They encompassed systems building for results, knowledge management for accountability, going to scale, community child protection practices and strategic advocacy.

The UNICEF child protection component focused its technical and financial resources to supporting the Government to establish the National Child Protection System as set out in the NCPS. The UNICEF Country Programme (2012-2016 Component Result (PCR 3.1) specifically states the achievement of ‘an operational National Child Protection System that protects children from violence, abuse, exploitation and neglect while mitigating the impact of HIV on them’.

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The UNICEF program is aligned with the United Nations Development Assistance Framework (UNDAF 2012-2018) for the corresponding period, specifically for “Outcome 2.5 Children, young people and women are better protected from violence, abuse, exploitation and neglect and have access to an expanded range of protection services by 2016”.

2 Purpose, Objectives and Scope of the Evaluation

The purpose, objectives and scope of the evaluation are set out in the evaluation Terms of Reference (see Annex 1).

Purpose of the Evaluation. The purpose of this evaluation was to provide the Government of Malawi, UNICEF and other key stakeholders with an independent assessment of the overall performance and results at the outcome level of the NCPS 2012-2016 (extended to 2018). The evaluation thus struck a balance between retrospective aspects focused on accountability and legitimacy and forward-looking aspects. Specifically, the evaluation feeds into refining and strengthening the MGDS III, new UNDAF and new UNICEF Country Programme. It also provides useful insights for the renewed political commitment to address violence against girls and boys with the other UN Member States in view of the agreement to support the 2030 Sustainable Development Goals (SDG) Agenda.

More specifically and as detailed in the ToR, the evaluation aims to assess the following points through the standard OECD/DAC evaluation criteria:

- **Relevance** intended as the extent to which the expected results are in line with the real needs and rights of the ultimate beneficiaries, the national policies and priorities, the UN national goals and priorities set by UNICEF Country Programme and UNDAF, UNICEF overarching strategies in child protection, the SDGs and other international goals related to child protection and gender equality and women empowerment;
- **Effectiveness** of the Strategy, i.e. extent to which the outcomes were achieved; extent to which the Strategy has contributed to the achievement of the strategic objectives;
- **Efficiency** of the Strategy, i.e. if and how the resources available (in terms of funds, time, technical expertise, organizational processes and dynamics) have been efficiently converted into concrete results for children and women;
- **Impact** of the Strategy in terms of contribution to identified and measurable longer-term changes occurred in the concerned districts.
- **Sustainability** of the Strategy, i.e. i) the possibility of continued benefits in the long-term due to the strategy and ii) the resilience to risk of the net benefit flows over time;

The evaluation covers the following additional dimensions:

- **Scalability**, i.e. extent to which the strategy components can be replicated in other target districts and similar countries;
- **Gender and equity responsiveness** of the strategy in terms of designing, implementation and results;

29 With gender issues referring to the identification, understanding and redressing of gender related discrimination and the promotion of human rights as set out in the SDGs. With equity referring to the provision of the fair distribution of benefits and responsibilities between women, girls, men and boys.
• **Coordination/partnerships** with other programmes and other donors, identifying the mechanisms to avoid overlapping and contradictory situations and rather enhance synergies.

The evaluation further provides answers to a series of questions that were included in the Evaluation Terms of Reference and that have been reviewed during the inception phase, see Evaluation Matrix (Annex 2).

**Scope of the Evaluation.** The evaluation had a temporal scope corresponding to the implementation of the strategy, 2012-2016 (which was extended to 2018)\(^30\) and a geographical scope corresponding to the areas covered by the strategy. As per the ToR, though the primary focus of the evaluation was thus up to and including 2016, as agreed during the Inception Phase the Evaluation Team extends its focus to cover the period up to mid-2018.

As specified in the ToR, although the strategy had a national goal, UNICEF targeted 10 districts among the various regions for the implementation of the interventions, namely: Mzimba, Nkhatatabay and Mzuzu in the Northern region; Lilongwe, Mchinji and Dedza in the Central region and Blantyre, Machinga, Mangochi and Zomba in the Southern region. The evaluation thus provides an overarching analysis of the National Strategy while keeping a specific focus on the districts covered through UNICEF’s support.

Overall, the evaluation responds to three major requirements, i.e. **accountability, performance strengthening and learning.**

### 3 Evaluation Methodology


The evaluation process adopted a systematic approach that uses different building blocks to gradually construct a response to the Evaluation Questions (EQs) and to formulate key conclusions and forward-looking recommendations. The evaluation comprised the following phases and steps as depicted in figure 1 and further detailed below.

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\(^{30}\) Please note that for the sake of brevity, the NCPS 2012-2016 extended to 2018 will from here forward (in the report) be referred to as simply the NCPS and sometimes where this is stylistically preferable the Strategy. In some instance, where the exact period needs to be noted the text will refer to the NCPS 2012-2016 (and not just state NCPS)
3.1 Approach

The evaluation followed a Theory of Change (ToC) and systems approach, which aims to understand whether and to what extent the program has contributed to positive change processes in the country and UNICEF targeted districts with respect to child protection. Because no diagrammatic ToC existed at the time of the initiation of the NCPS, the Evaluation Team reconstructed a draft ToC. The reconstructed ToC is based on the NCPS results framework as well as underlying logic in the CP programming documentation. The efforts of the evaluation team have, among other aspects, been directed towards analysing the rationale, i.e. the potential long-term vision, underlying the strategy. Together with the reconstructed ToC and systems analysis approach, this provided the basis to assess whether the overall logic of the strategy was sound. More details on the ToC are provided in Section 4 of this report.

The whole evaluation process was as participatory as possible. In addition to the direct input from the Evaluation Reference Group to co-analyse the reconstructed ToC, buy-in from key stakeholders from the outset ensured clear focus, a set of shared expectations and suitable methods and tools. The team sought opportunities for the final beneficiaries of the project to provide their contribution to the evaluation during the field phase, mainly through FGDs, and in particular FGDs with children to ensure that the voices of children were included in the data collection phase. The goal was to ensure participation that was further achieved through the
contribution analysis workshop organised at the end of the field visit. The workshop was found to provide valuable confirmation of the Evaluation Team’s own conclusions.  

The Evaluation Team wishes to stress that most interviews and all FGDs were semi-structured thus allowing the most important issues to arise in the discussions. No prompting was done and only follow up questions were asked to the points that the evaluation participants themselves had raised.

The evaluation was characterized by a mixed methods design, which allowed the evaluation team to collect a wide array of diversified data. Including both qualitative and quantitative data and analysis ensured that a variety of perspectives was taken into consideration, which is fundamental in such a multidimensional evaluation exercise.

During the evaluation process, the team followed a structured data collection process as outlined in the Figure 2 below.

**Figure 2: Data analysis process**

![Data analysis process diagram]

3.2 Methodological Steps and Data Management

- **During the inception phase** the Evaluation Team gained an understanding and overview of the object of the evaluation, carried out the evaluability assessment, developed the evaluation framework, the evaluation matrix and data collection methods, tools and guidelines for the field mission.

- **Evaluability assessment**: The evaluability assessment was carried out in stages using different approaches. A general assessment of the evaluability of the child protection programming as per the ToR requirements was elaborated, together with a detailed evaluability assessment for each of the ToR Evaluation Questions. In addition, a checklist based on the Report of a Study Commissioned by the Department for International Development: Davies, R., 2013. *Planning Evaluability Assessments: A Synthesis of the Literature with Recommendations*, was also provided to the team. The Evaluation Questions were deconstructed into their sub-parts and, in some cases, moved under a different evaluation criterion to ensure consistency with the standard evaluation criteria.

- **Mapping of relevant documents and document review**: The review included other donors’ and partners’ documents relevant to the scope of the evaluation (cooperation strategies, sectoral intervention documents, Annual reports, evaluations), Government Documents (Malawi Growth and Development Strategy II and III). Documentary analysis also focuses on

31 Please note that participants provided their inputs prior to receiving feedback from the Evaluation Team so they were not unduly influenced by the Evaluation Team preliminary impressions.
reviewing programme documents (identification and formulation reports, needs assessments reports, results-based framework, annual reports, joint sector review reports) and previous evaluations and studies. The full list of references is provided in Annex 7.

- **Evaluation matrix (EM):** The EM was based on the questions included in the ToRs, however, the Evaluation Team regrouped them under main questions and used the Evaluation Questions presented in the ToR as sub-questions. The sequence of the Evaluation Questions during the collection and analysis of the data was changed to facilitate data collection, analysis and comprehension. The EM was adapted in line with input from the Evaluation Reference Group. The full EM is provided in Annex 9.

- **Reconstructed Theory of Change:** Because there was only an underlying Theory of Change at the beginning of the NCPS and UNICEF Country Programme period, the Evaluation Team prepared a diagrammatic representation ToC based on the documentation, see Section 4 for more details. The diagrammatic ToC was then used to guide the field mission research and the analysis.

- **Stakeholders mapping:** The scope of the evaluation entailed a wide range of stakeholders, which included: Internal staff of UNICEF at country office; MoGCDSW and other relevant ministries and other national partners; Technical Working Groups (Social Welfare and Child Development); District level stakeholders (Social Welfare, Health, Education District Officers) and implementing partners (NGOs, other national institutions) and include District level Technical Working Group (TWG) members; Community at large at district level, including religious leaders, chiefs, child protection committees (CPC), village development committees (VDC); Other donors active in the child protection sector including UN TWG members.

- **Quantitative Analysis:** A quasi experimental approach was used for the analysis of secondary data. The quantitative methods used in the evaluation are described in Section 6.

- **Qualitative Analysis:** To ensure that all questions were adequately covered in the qualitative data analysis, the software Atlas.ti was used. The software required the definition of “codes” that were used to analyse all such data (also called quotations). A total of 88 codes were developed to ensure all fine points of the data were captured. The Team Leader entered the relevant documents, interview and FGD notes into the software which were assigned to the specific codes. The 105 interviews and 42 FGDs generated a total of 1866 quotations (comments on the issues). These quotations were identified and assigned to each of the Atlas.ti codes. The software and direct analysis of the codes then supported the generation of trends by Evaluation Questions.

- **A systems analysis** approach was implemented including using Systems Dynamics, Social Network Analysis (see stakeholder mapping) and Outcome Mapping.

- **Tools and guidelines developed:** i) stakeholder Interview and Focus Group Guide, ii) Codes for Qualitative Data Analysis Using Atlas.ti, iii) Good practices and Lessons Learned Template, iv) Quasi Experimental Approach.

- **Selection of districts:** the districts were selected among the 28 districts of Malawi. UNICEF programming is being implemented in all 28 districts, however, only 10 districts have a special focus on child protection systems strengthening. The selection included both types of

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32 See Atlasti.com. Information is also provided in Annex 9, section methodology

33 Details available in the Inception Report. In line with the actual information collected and to ensure that all information was considered, additional codes were added once data entry proceeded.

districts. Specifically, the selection criteria used for UNICEF child protection systems strengthening focus districts\(^35\) were: geography (North, Central, south); performance (high, medium, low); and urban/rural while for the other districts the criteria were geography and urban/rural as well as emergency/non-emergency. The final selection was done with inputs from the ERG. Please see Annex 9 for a Table with details on the criteria for the selection of the districts.

During the **field phase**, the team completed the data collection through interviews, Focus Group Discussions (FGD) and direct observations in Malawi. The field visit was carried out in June-July 2018.

- **Direct observations**: Direct observations were carried out in all visited districts, Observations were also made in the Community Based Child Care Centres (CBCC)
- **Interviews with key informants and other stakeholders**: Interviews were conducted with 105 stakeholders. The detailed list of stakeholders interviewed is provided in Annex 6.
- **Focus group discussions (FGDs)**: a total of 42 FGDs were carried out with a total of 281 persons (on average 6 out of 10 persons were female in each group). Of these, 12 FGDs were composed of mostly children (participants and youth facilitators in Children’s Corners and Youth Clubs.) Each FGD was facilitated by at least one Senior Expert with one interpreter and/or note taker.\(^36\) The team ensured that the voice of children was heard through FGDs with children in Children’s Corners and Youth Clubs.
- **Contribution analysis workshop** was carried out at the end of the mission. A total of 17 people participated in the workshop. The results of the workshop are included in the Effectiveness part of the report and in the Annexes.
- **Field Visit debriefing**: The field visit ended with a debriefing with UNICEF and MoGCDSW for a presentation and discussion on the field visit findings and challenges found during the data collection work.

The **synthesis phase** was devoted to further analysing the data collected and answering the EQs and formulating the good practices lessons learned, conclusions and forward-looking recommendations. The final step was a **validation workshop in Lilongwe**, which was held on October 5, 2018 after the revision of the first draft of the report was shared and reviewed by the ERG. The purpose of the seminar was to present results and obtain inputs in discussions on the final conclusions and recommendations.

### 3.3 Limitations and challenges

- **Lack of a Baseline study**—including counterfactual group—that provides data on the NCPS indicators at the beginning of the strategy to be compared to the endline data. As there was a lack of such primary quantitative data it was necessary to rely on secondary data. Available surveys (DHS, MICS, National Child Labour Survey and National Labour Survey) do not align with NCPS indicators nor are they well timed. These surveys cannot well replace an NCPS

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\(^{35}\) UNICEF child protection systems focused districts: Mzimba, Nkhotakha and Mzuzu in the Northern region; Lilongwe, Mchinji and Dedza in the Central region and Blantyre, Machinga, Mangochi and Zomba in the Southern region

\(^{36}\) Depending on the individual situation of the interview or Focus Group. In some cases the Senior Expert also took the notes while the interpreter translated the questions and answers.
The MICS\textsuperscript{38} has indicators and data on child protection, but it has not been repeated yet, so no source of data is available to compare with the MICS data. The only indicator which can be compared is child labour, which is in the MICS as well as in the National Child Labour

- Report of 2017. The DHS 2010 and DHS 2016 have indicators that relate to child protection (early marriages etc.) but these are not clearly referred to in the NCPS strategy. It is thus very challenging to carry out a quantitative analysis of the impact of the NCPS (and its indicators) on the national situation.
- **Lack of availability of a diagrammatic ToC clearly setting out the development pathways**, assumptions, risks and linkages from the start of the NCPS and need to reconstruct ToC based on available information
- **Many evaluation questions.** When divided into their subcomponents there were a total of 38 evaluation questions which also included sub-question for a total of 48 questions (see Annex 2). This made it difficult to cover all of the issues fairly with sufficient evidence to answer the EQ while keeping the report short. Likewise, child protection is composed of many subject areas from birth registration to various forms of abuse, exploitation and neglect child marriage, child labour, child justice and other subjects. In practice, in the context of Malawi, each of these areas merits its own in-depth analysis and evaluation which was, however, beyond the available time allocated to the current evaluation.
- Regarding the contribution analysis of the development entities, **it was not possible to identify and map the contribution of each international and national development partner as would have been helpful.** Time and resource limitations did not allow for this. Time was already limited due to an official holiday during the mission meant that there was a need to conduct all of the field work in fewer than the originally allocated number of working days. Particularly as some evaluation resource persons took additional holidays around the official holiday.
- The **need to continue conducting interviews after the field work** due to inability to meet all of the key persons during the field mission. The Malawi team members conducted some of these interviews while others were conducted over Skype by the Team Leader. This slightly delayed the analysis work.

### 3.4 Ethical considerations

The evaluation was conducted in accordance with the UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis (2015) and with United Nations Evaluation Group (UNEG) Norms and Standards (2016). As an integral part of the approach, the evaluation was based on the following **ethical principles**: independence, impartiality and absence of conflict of interest: confidentiality, integrity and transparency, competence, accuracy and reliability; Redress; Respect for dignity and diversity, fair representation; Compliance with codes for vulnerable groups; Avoidance of harm; Reporting and acknowledgement. At contract signing, the evaluation team members signed the UNEG Code of Conduct for Evaluators.

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\textsuperscript{37} Note that the extent to which these challenges would present themselves only became apparent when working with the data sets during the evaluation implementation period.


\textsuperscript{39} UNICEF Procedure for Ethical standards in research, evaluation, data collection and analysis (April 2015)
4 Findings

Findings are presented in this section by evaluation criteria. The findings section covers the answers to all of the evaluation questions in narrative format. A table with each of the evaluation questions and their respective summary answers is included in Annex 2. Each section provides summary responses in boxes. More details on findings can be found in Annex 9.

4.1 Relevance and Design

**Main Question: To what extent has a relevant, realistic, strategic and clear approach to strengthen Child Protection in Malawi been established?**

**Summary responses:**

- The NCPS is *highly relevant overall* to the national child protection context in Malawi.
- The NCPS had set out a *robust agenda* for strengthening the national child protection system.
- Evaluation interviewees consistently cited the greater emphasis on a *systems approach* to child protection in Malawi as the *strongest aspect* of the NCPS.
- **Embedding the case management method in the system** was seen as highly relevant.
- The NCPS *addressed regional and global priorities* when it was conceived, in particular on systems development and combatting child marriage.
- Though the *NCPS did not achieve all targets, this does not negate relevance* since many of the challenges were related to inadequate availability of implementation resources. (Despite investments spread over 6 years and compared to need)
- The *internal logic/coherence within and between each strategy/result could have been improved* as they were not consistent across all results. The NCPS lacked stated risks and assumptions.
- **Indicators were overly ambitious and missed definitions.** Feasibility was affected by the need for higher than expected resource constraints in terms of coverage, type and qualitative depth of action.

A national analysis in 2011-2012 had shown that, at the time of designing the NCPS, the existing national child protection system was largely dysfunctional.\(^{40}\)

Since the adoption of the NCPS the Government and donors have invested resources and efforts to achieve the identified goal and improve the child protection system throughout the country at both national and district level. This included achieving a fairly comprehensive legal framework for children in Malawi.

Evaluation interviewees from UNICEF, Government, other international and national agencies and donors noted that a case management approach embedded in child protection system was a good step away from a primary focus on “*only one area or few areas instead of taking a broader* "

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approach to put a functioning system in place.” 41 In another example a district social welfare officer stated, “The Child Protection Strategy was a good model to embed effective child protection structures”. Yet another stakeholder indicated that, “the Strategy was very appropriate to the situation and was one of the first in the region to use a child protection systems approach”. 

Some evaluation interviewees indicated that relevance could have been improved if some specific thematic areas and groups were more explicitly mentioned. These included children affected by emergencies, children with disabilities, unaccompanied migrant, trafficked, and refugee children.

The NCPS systems approach also fit closely with child protection priorities regionally in Sub-Saharan Africa and globally over the course of the implementation. The focus on professionalization of the work force is, further, well aligned with the regional and global focus.

As will be seen—and taking the background analysis in Section 1 into consideration—the design of the NCPS was overall the most appropriate and relevant to prevent and respond to violence, abuse, exploitation, and neglect at the time the strategy was conceived.42 Stakeholder inputs43 and documentation were clear on this aspect even if certain aspects can be improved, particularly with regard to resource allocations.

The design was also largely appropriate and relevant to prevent and respond to the impact of HIV on affected children.44 The strategy had a complementary contributing approach to the other initiatives mitigating HIV’s impact on children in Malawi though one key stakeholder still felt that this could have had a stronger focus.

While the definition of child protection itself was not fully delineated in the NCPS, the definition of a child protection system is clear overall. The evaluation found that key stakeholders, including core service providers, do generally understand the terms “child protection” and “child protection system”. 45 Evaluation stakeholders, including at community level clearly stated that child protection means protecting children from violence, abuse, exploitation and neglect of children in the home, schools and within the community and places where hazardous child labour takes place.46 Few cited the issue of birth certificates as being a central component of child protection and appeared unaware that this is also a subject within child protection. Despite the general

41 As one key interviewee stated. Exact details of who provided the different quotes have not been indicated for ethical reasons. (In line with anonymity that is standard for evaluations unless interviewees have explicitly indicated that they could be quoted, by signing a consent form)
42 EQ-Relevance 1, 2 See Annex 2 for details regarding the evaluation questions. Please note that the evaluation questions were not necessarily covered in the exact sequence of the ToR or of the Table in the Annex. This is because aspects of the questions were cross-cutting and thus could be and were covered under different appropriate headings.
43 From interviews and focus groups
44 EQ-Relevance-3, 4
45 EQ-Relevance 5
46 At community level focus groups started with a discussion on what they do to address issues affecting children in their communities. It was during this part of the discussions that it was apparent that they understood the main issues. Child labour was particularly mentioned in tobacco growing areas.
understanding of child protection, as will be seen in the Effectiveness Section, there is still much scope to increase clarity and expand understanding of all child protection components.

The strategy was responsive to emerging national priorities though these did not change a great deal during the implementation period. As will be described in the remainder of the report, a child protection systems approach has been implemented during the NCPS period 2012-2018. The same overall needs that were identified in 2012-2016 nevertheless will continue to require increased attention into the future. The principal needs are to scale up child protection systems building and various child protection actions to new localities.

Some changes and adjustments will be needed to current approaches, but actual national priorities focus on deepening, scaling up and improving them.

Regional and global priorities have only recently changed and the development of the next NCPS is expected to take these into account. Emerging global and regional priorities are discussed in greater detail in Section 5 together with the findings and lessons learnt globally and regionally on key considerations to ensure and enhance the relevance of any future national child protection strategy.

At the time of the NCPS design in 2011-2012, the over-arching national development policy in Malawi was the Malawi Growth and Development Strategy II (MGDS II). The MGDS recognized child protection as a development issue, incorporated in the Child Development, Youth Development and Empowerment of the MGDS. Under child protection, the Government’s key MGDS II objectives were to protect children against abuse, exploitation, neglect and violence and eliminating harmful cultural practices. The purpose or the expected outcome of the NCPS by 2016, was well aligned with the MGDS II in stating that “a National Child Protection System that protects children from violence, abuse, exploitation and neglect while mitigating the impacts of HIV and AIDS” should be functional/operational.

It should be recognised that there had been significant advances in meeting the impact of HIV and AIDS on children at the time when the NCPS was initiated. Nevertheless, in the broader context of child protection, it was recognised that all children need protection.

**Malawian National Child Protection Strategy 2012- 2016 Theory of Change**

The NCPS document presents the rationale of the strategy including the expected results as well components proposed to achieve them. The Evaluation Team was requested to use a ToC to analyse the findings of the evaluation.

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47 EQ-Relevance 6
48 EQ-Relevance 7, 8.
At the time when the NPCS was developed, the use of an overt Theory of Change (ToC) in diagrammatic form was not yet usual. This is very important as the critique in the remainder of this section is not meant to imply that the concepts in the strategy are inappropriate or poorly conceived overall. Instead, the Evaluation Team concludes that the challenges around the development of the ToC affected the way the NCPS could be evaluated.

The NCPS document does not use the term “theory of change”. Nevertheless, the logic underlying the interventions, otherwise known as the “theory of change”, can be reconstructed as far as possible through an analysis of the strategy components and monitoring and evaluation elements. The Evaluation Team prepared a diagrammatic ToC based on the available information in the NCPS and other documentation. Discussions with key stakeholders during the field work also contributed to ensuring the correct diagrammatic representation of the underlying ToC as it was intended. The evaluation has consequently been able to assess whether the underlying ToC was feasible and coherent, and whether it held true under implementation.

It should be noted that, in addition to the Evaluation Team members and to obtain a second and independent opinion, a specialist in programming design and ToC reviewed the NCPS document and accompanying documentation. The specialist came to the same independent conclusion regarding issues surrounding the ToC that are described below. As will be seen in the remainder of the evaluation report, the strategy was well oriented regarding the establishment of a systems approach to child protection and other elements.

The development of the NCPS document was done using participatory processes but mostly with the inputs of stakeholders at higher specialist levels. The previously cited mapping and assessment of the national child protection system did include a participatory analysis approach. The report highlighted key risks facing children and assessed the capacity of key formal and informal structures at national, district and community levels. The voices of children appeared notably absent in the NCPS, however.

The key child protection stakeholders were consulted under the umbrella of the National Technical Working Group (TWG) on Child Protection. This inter-agency body composed of Government, UN, local and international child rights NGOs came together to draw on their collective experience gained in the recent past and provided support to the design of the strategy. The TWG on child protection identified and prioritised the opportunities to improve on existing service delivery. The TWG on child protection also worked on identifying the financial and human resources required to implement the NCPS though the strategy did not include detailed costing.

50 A theory of change is a way of making explicit the problems that need to be addressed and the logic of the interventions selected to address the problems identified to achieve the desired programme objective. This logic usually follows cause-effect pathways of actions leading to results at output level and outcome level changes.
51 Ruth Bowen, specialist in project design and monitoring and evaluation planning.
The Evaluation Team prepared a table (see Annex 9) which presents an analysis of the six main NCPS systems building strategic aims and their main corresponding solutions and actions. An assessment of the analysis indicates that the solutions/actions were well designed and aligned to support the realisation of the strategic aims.

**Intervention Design**

The NCPS proposed four Intermediate Results (IRs) to achieve the overall Programme Component Result, and strategic actions to establish an effective and operational child protection system.

The Malawi child protection strategy was accountable for the achievement of the IRs. The IRs represented the means to organise the interventions which were to be implemented at national or downstream level in selected geographical areas. The strategic actions with which the IRs appeared to align were given in parentheses. The Intermediate Results (IRs) were primarily outputs:

- **IR 1.** Regulatory frameworks, institutional coordination, standards and enforcement frameworks in place by 2016 (Strategic actions 1 and 2)
- **IR 2.** Ten most disadvantaged communities in 250 Traditional Authorities adopt protective practices and have access to an expanded range of protection services – early identification, case management and referral by 2016 (Strategic actions 4 and 5)
- **IR 3.** A comprehensive Child Protection model (including prevention and response services, human resources, infrastructure and financing mechanisms) tested in seven districts by 2014 (Strategic Actions 3, 4, 5)
- **IR 4.** Functional national Child protection Information Management System in Place and the Capacity of the Department of Social Welfare developed to operate it by 2014. (Strategic action 6)

As detailed in the following description and diagram of the ToC, the evaluation found that the underlying ToC of the NCPS did not satisfy all the criteria normally used to assess the strength of ToCs. It should be added that an excellent recent analysis indicates that the challenges in designing a ToC are often more related to the connections between the components as opposed to the components themselves. This is the same situation that applies here. The ToC that could be prepared for the evaluation could not present the ToC design logic in a comprehensive way in terms of pathways of change for the various results areas. The needed information to do so was lacking.

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53 Coordination; legal and regulatory framework, capacities and resources, quality and coverage of services, implementation of protection services, accountability and information services management systems.

54 The NCPS uses UNICEF terminology common at the time of drafting in 2011-2012. To be noted that starting from 2014, the Intermediate Results were renamed Outputs. Therefore the current evaluation sticks to the terminology used by the NCPS to avoid confusion.

55 The four IR have been revised according to recommendations made by the mid-term review in 2014.

The results areas were, further, not fully explained and causally linked with components. This meant that conducting the evaluation based on the ToC was challenging as some of the linkages between the different strategy elements and other aspects were not explicit.

The NCPS did not explicitly include stated risks and assumptions that could affect strategy implementation. The Evaluation Team, however, verified the extent to which risks and assumptions were identified and considered in any of multiple other ways. The Evaluation Team thus added a few assumptions based on the triangulated information from the evaluation to enrich the diagram in Figure 3.

While the NCPS document provides a general situation analysis of the child protection situation in Malawi, it did not pull together the analysis of the issues and problems to be addressed in one diagram. Instead it intertwined the discussion of issues to be addressed in the subsequent description of strategic actions.

Though the NCPS document had a general results matrix, it had no national detailed four-year logical framework nor was it a detailed costed strategy though there were overall budget estimates per Intermediate Results. In UNICEF, UNDAF and other documentation, there were references to child protection programming planning but this was not detailed and linked directly in the NCPS document. Consequently, there was lack of coherence or explanation of the linkages between the selected Intermediate Results and the subsequent presentation of the strategic child protection actions. The strategic actions were, however, described as the enablers within a Child Protection System Roadmap that was related to core elements of the child protection system.

The ToC diagram in Figure 3 shows the relationship between the IRs and the higher-level outcomes that they supported, and the contributing actions. IRs 1 (Law enforcement and coordination systems) and 4 (accountability mechanisms) were concerned with national-level systems development. IRs 2 and 3 were concerned with modelling and scaling-up the child protection system interventions. There was no explanation of a direct causal relationship between strategic action descriptions and the IRs. The IRs could, nevertheless, be understood as the designed arrangement of the strategic actions to achieve the six higher level outcomes.

It was also noted that the internal logic within each strategy/result could have been improved as it was not consistent and coherent across all results. In some cases, both issues and opportunities were analysed, but in others it was either one of the two. It would have been better to analyse both issues and opportunities. That is starting with the issues to be addressed and the existing opportunities to take advantage of. This would then be combined with the interventions to implement, leading to attainment of results/outputs which aggregate to achievement of the purpose.

This overall situation presented some challenges to the evaluators in constructing the underlying ToC. Nevertheless, the implicit ToC has been presented as clearly as possible In Figures 3. The

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57 Though UNICEF did have a detailed budget.
design includes a set of 15 performance indicators, see next section, to measure the achievement of results and includes baseline and target values. These are not linked with specific intermediate results but could theoretically be matched up.

The ToC diagram attempted to combine the Results Framework with the strategy description, which was to show the flow towards the outcomes and the ultimate goal. The “strategic outcomes” turned the six strategic action descriptions into outcome language.

Please note that the ToC included here has been adjusted from the one presented in the evaluation Inception Report. This is because on further review and field work in Malawi, improvements were needed to increase the clarity of the ToC. Please note that Annex 9 provides a graphic of the strengths and weaknesses regarding the child protection situation that the Evaluation Team prepared based on the available documentation of 2012.
Figure 3: Underlying ToC of UNICEF NCPS

GOAL/IMPACT

Children protected from violence, abuse, exploitation and neglect and the impact of HIV and AIDS

PURPOSE (PCR)

An operational National Child Protection System that protects children from violence, abuse, exploitation and neglect and mitigates the impacts of HIV and AIDS in place by 2016

STRATEGIC OUTCOMES

Laws and frameworks enforced and implemented

Strengthened capacities of CPS - human resources, infrastructure, funding base

"Continuum of care" - primary, secondary, tertiary - has expanded reach

Process of care is taken to scale (Early Identification, case management and referral services)

Accountability mechanisms in place

INTERMEDIATE RESULTS (RF)

IR 3.1.1 Regulatory frameworks, institutional coordination, standards and enforcement frameworks in place by 2016.

IR 3.1.3 Child Protection System model developed and tested in 7 districts by 2014

IR 3.1.2 2500 disadvantaged communities empowered to adopt positive child protection practices and have access to protection services by 2016

IR 3.1.4 Functional Child Protection Information Management System and accountability mechanisms in place by 2016

CHANGE PATHWAYS

Institutional coordination mechanisms enhanced

Actions include: Support the testing and taking to scale of early identification, case management and referral services

Develop guidelines, tools, a monitoring framework

Support community-based child care centres to go to scale

District wide plans of office of Social Welfare

Actions include: Partner with district assemblies and CSOs to implement Journey of Life empowerment tool for communities and monitor its impact

Support research into traditional norms and monitor impact

Implement a large-scale communications campaign built on “Stop Child Abuse” model

Actions include:

Use of new media to monitor quality and coverage of services

Support to develop a systems wide accountability framework

ASSUMPTIONS: Political will; donors and partners invest, district partners are willing to cooperate, disadvantaged communities open to changes in norms and practices

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Evaluation of Malawi Child Protection Strategy
Design of Indicators in the NCPS

The four NCPS Intermediate Results were translated into 15 key indicators to measure progress against specific targets. As already indicated in the ToC discussion, the indicators do not all align perfectly with the Intermediate Results areas. Note that two indicators were dropped after the Midterm Evaluation, specifically Indicator 8 on children in custody and 15 on annual Government allocations. The Indicators as originally cited in the NCPS are recalled in the below Table 1.

Table 1: Performance Indicators – NCPS 2012-2016

<table>
<thead>
<tr>
<th>Results for women and children</th>
<th>Baseline</th>
<th>Target</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. A Child Protection Information Management System (IMS) that tracks victims and survivors of violence, abuse, exploitation and neglect in place by 2014</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>2. Number of children and women benefiting from a comprehensive child protection package (IMS is tracking the child, case management in place and protection services provided)</td>
<td>0</td>
<td>37,500</td>
</tr>
<tr>
<td>3. Number of children accessing Community-Based Childcare Centres</td>
<td>600,000</td>
<td>830,000</td>
</tr>
<tr>
<td>4. Proportion of children under two whose births have been registered</td>
<td>&lt;1%</td>
<td>60%</td>
</tr>
<tr>
<td>5. Reduction in violence against women</td>
<td>41%</td>
<td>36%</td>
</tr>
<tr>
<td>6. Reduction in violence against children</td>
<td><strong>27</strong></td>
<td>-</td>
</tr>
<tr>
<td>7. Reduction in child labour (children aged 5-14)</td>
<td>25%</td>
<td>20%</td>
</tr>
<tr>
<td>8. Reduction in the number of children in custody</td>
<td><strong>28</strong></td>
<td>90%</td>
</tr>
<tr>
<td>9. Number of communities adopting protective child protection practices</td>
<td>0</td>
<td>2,500</td>
</tr>
<tr>
<td>10. Reduction in the number of children in alternative care institutions</td>
<td>6,000</td>
<td>4,500</td>
</tr>
<tr>
<td>11. Number of districts operating a comprehensive child protection model</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>12. Number of children on ARVs (anti-retroviral) with a case plan linking up the health and welfare sector response</td>
<td>0</td>
<td>40,000</td>
</tr>
<tr>
<td>13. Number of vulnerable children aged 6-18 utilising Children’s Corners annually</td>
<td>187,500</td>
<td>375,000</td>
</tr>
<tr>
<td>14. Number of district child protection committees that have in place contingency plans for child protection in emergency preparedness and response</td>
<td>6</td>
<td>28</td>
</tr>
<tr>
<td>15. Annual government allocation for child protection increased</td>
<td><strong>29</strong></td>
<td>500%</td>
</tr>
</tbody>
</table>

Approximately half of the Government and UNICEF interviewees noted that the indicators were overly ambitious. That is, ambitious in terms of the targets that they each set. A certain hopefulness was built into the strategy that these targets would be motivating for increased Government and donor investment. Nevertheless, the interviewees related that the feasibility of the targets was not sufficiently considered. As will be seen and detailed in the Effectiveness Section, it was quite difficult for the implementing entities to reach these targets. This was due to resource constraints in terms of coverage, type and qualitative depth of action.
During the validation workshop, it was pointed out that one of the main reasons that the indicators were overly ambitious was because there was no robust child protection data system in place at the time. Targets could not be based on trends from the past.

It is well-known that it is difficult to develop good indicators on the effectiveness of programming on children’s issues, including in the area of child protection. A UNICEF study of child protection in four South East Asian countries indicated, for example, that increases or decreases in reported abuse cases were not necessarily a good indicator of changes in the prevalence of different forms of child maltreatment. This is true especially over the short term.

In the initial period after an intervention takes place, levels of violence may appear to increase due to awareness, in the medium term it may stabilise and, if interventions are successful, the levels should decrease over the longer term.

This means that, for indicators such as different forms of abuse and child marriage it is possible that more cases are reported during and after development interventions because of greater awareness. It is also possible that fewer cases are reported once people are aware out of fear of negative responses from perpetrators and their families. The latter is a real possibility in Malawi as several evaluation interviewees and FGDs cited challenges with reactions from perpetrators and their families towards individuals and families who report abuse cases.

Inclusion of definitions of the indicators that fully indicate how they are measured—i.e. what should have been included under the indicator target and what should not have—in the NCPS would have been helpful. Definitions help ensure that tracking is done uniformly and coherently. A future NCPS would benefit from including more representative key performance indicators that can be used to accurately and cumulatively measure progress. The Midterm Review had also come to the same conclusion. Also, for example for indicator 2, the NCPS target would have been clearer if the services included were delineated. This would have been helpful to ensure better tracking of the key services in the monitoring and evaluation (M&E) plan and their relative usefulness.

It should, however, be noted that for continuous assessment—through studies such as the DHS and MICS—tracking such figures will still be important. Changes in levels of violence, for

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59 UNICEF, Review of Child Protection Systems in Four Countries in South Asia, UNICEF, Kathmandu, 2018


61 E.g National Statistical Office (NSO) [Malawi] and ICF (2017) Malawi Demographic and Health Survey 2015-16. Zomba, Malawi, and Rockville, Maryland, USA: NSO and ICF.

example, will help inform the overall progress on reducing violence and improving child protection approaches.

Beyond measuring more specific programmatic results using appropriate indicators, there should also have been such higher level impact indicators. This is particularly true for indicators tracking levels of violence but also for other indicators. It is relevant to keep measuring changes in violence and specific aspects such as child marriage over the longer period. It is thus necessary and possible to develop appropriate country level child protection impact indicators such as those used in MICS reports. The evaluators are thus not arguing for dropping violence and other related indicators but rather for the selection of appropriate indicators that will measure changes in the short to medium term.

### 4.2 Effectiveness

**Main Question: To what extent has the approach and strategy to child protection been effective? Summary Responses:**

- The NCPS formed the framework for a child protection system incorporating appropriate and relevant prevention and response services in a relatively short time. Contribution analysis indicated that the basic child protection systems structures exist though much remains to be done.
- Many useful child protection approaches were developed and used across the child protection thematic areas. At community level, it was however, the combination of different activities as opposed to one or a few activities that contributed to change.
- Direct community actions were generally conceptually sound, well organised and mostly well targeted.
- Case management approach at the district level improved vulnerable children’s access to multiple services through better referrals.
- Investment in birth registration services to ensure that all children born in Malawi have their births registered and receive a birth certificate is still weak.
- The need for using a feedback loop across and between levels to improve the system that is an important part of the systems approach had not sufficiently been considered during implementation.
- Indicators did not adequately capture the effectiveness of the many useful and interesting results from the many interventions.
- Analysis of progress against key indicators showed that 6 of the 13 indicators were achieved. Three targets were partially achieved. Two targets on violence remain inconclusive because the NCPS did not define which indicators of violence were a priority and should have been tracked. Two targets not yet achieved: child labour and on number of communities adopting protective child protection practices.
- The strengthening of the enabling environment in terms of legal, policy and planning frameworks and capacity strengthening were areas where the NCPS had strong results.

The NCPS has formed the framework to forge a child protection system incorporating appropriate and relevant prevention and response services in a relatively short time. Although much remains
to be done and improvements in functioning and scaling up are important\textsuperscript{63}, the basic child protection systems \textit{structure} exists.\textsuperscript{64} The Evaluation Team has concluded that the NCPS has contributed to positive changes to child protection in Malawi. At community level, it was however, the combination of different activities as opposed to one or a few activities that contributed to change. Some approaches outlined in the document were implemented to varying degrees depending on the available resources.\textsuperscript{65} The extent and quality of the implementation of the NCPS initiated approaches has been detailed in the remainder of the Effectiveness Section.

As indicated in the Relevance Section, determining the level of effectiveness of the NCPS strategy with respect to progress against the programme indicators was difficult.\textsuperscript{66} That is, regarding the indicators that were designed to measure the extent to which the NCPS objectives have been achieved. This was primarily because there were some challenges with the type of indicators that had been used to measure progress towards the expected results. The evaluation concluded that the indicators did not adequately capture the effectiveness of the many useful and interesting results from the many interventions that were implemented.

Nevertheless, as far as can be determined from the evaluation analysis in table 4, the extent to which all the targets were met is highly variable. As will be seen in the remainder of the report, it is evident from interviews, FDGs, observation and documents that progress has been made in almost all areas to different degrees. The Evaluation Team concluded that, within the existing level of resources, a good deal has been accomplished.

The Evaluation Team concluded that much effort has been undertaken to address child protection issues in Malawi. Even in the non-UNICEF child protection supported districts that the Evaluation Team visited, a basic child protection system is in place. Of course, the Evaluation Team only visited two of the non-UNICEF districts (Chikwawa and Ntcheu) so cannot fully determine the existence of the child protection model in other districts. An analysis of some of the data in all non-UNICEF districts was, however, conducted and is covered in Section 6.

High levels of motivation to work on child protection issues were noted at different levels\textsuperscript{67} with an especially commendable level of commitment in many communities. This is one of Malawi’s outstanding areas that should be leveraged and supported in forthcoming child protection strategies. Child protection workers met, even those who do not yet receive a stipend—though they believe they should receive a stipend like others do—were very willing to continue their work to support their community. However, almost all focus Groups indicated that many volunteer facilitators of different community groups had dropped out because they could no longer afford to

\textsuperscript{63} As triangulated indicating that there is much more need for focussed efforts in building an effectively functioning child protection system in reviews such as Selephera Ltd (2016), Systems Strengthening for Effective Child Protection Programming through Enhanced Strategic Planning and Coordination at District Level. Capacity Assessment Report (10) Districts. Lilongwe: Malawi Government, UNICEF, PEPFAR, USAID, UKaid.

\textsuperscript{64} EQ-Effectiveness 3

\textsuperscript{65} EQ-Effectiveness 1

\textsuperscript{66} EQ-Effectiveness 3

\textsuperscript{67} National level, district, traditional authority and community level.
provide fully voluntary support. The remaining ones were committed. Most volunteers indicated that they needed more resources, including some type of reward to compensate them for time lost in doing economically remunerable work.\(^{68}\)

As Table 4 below indicates, 6 of the 13 indicators can be said to be achieved. The level of achievement for each indicator is provided in the Table. One of these is slightly short of the target but is very close. The achieved targets are on systems building; number of children and women benefiting from a comprehensive child protection package; number of children accessing Community-based Childcare centres; reduction in the number of children in alternative care institutions; number of vulnerable children aged 6-18 utilizing Children’s Corners annually; number of districts operating a comprehensive child protection model; number of children on ARVs (anti-retroviral) with a case plan linking up the health and welfare sector.

Two of the targets have been partially achieved, see comments and reasoning in Table 2 for details. In one case, the achievements are behind target but there have been recent improvements (birth registration).

Two targets have not been achieved. The first is on number of communities adopting protective child protection practices—largely because of lack of resources to implement the activities.\(^{69}\) Please note that many communities had adopted at least some child protection practices. Regarding communities and adopting protective child protection, this was particularly because the participative methodology of the Journey of Life tool\(^{70}\) that was used with communities resulted in a great deal of demand for child protection services. The supply side to be able to address these demands was still weak, however. As such, instead of continuing with demand generation, the Midterm Review of the NCPS and key NCPS partners felt that strengthening existing results generated from the Journey of Life methodology was the way to proceed to ensure quality results. The other target is on child labour. The available data does not allow for a detailed interpretation of this variance. It should be noted that in two other cases the results are inconclusive—violence against women and against children—see Table 2 for details.

Details on achievements in each of the areas covered under the targets are discussed in the remainder of the Effectiveness Section.

\(^{68}\) Many of the volunteers are farmers so time spent on such activities takes them away from their regular work.  
\(^{69}\) According to progress reporting data.  
Table 2: Progress Against Key Indicators

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Baseline/Target</th>
<th>Status</th>
<th>Data Source(s)</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. A child protection Information Management System that tracks victims and survivors of violence abuse exploitation and neglect in place by 2014</td>
<td>Not in place / In place, functioning to be improved</td>
<td>The child protection management information system has been developed</td>
<td>Interviews and review of progress documents</td>
<td>Target partially achieved. CPIMS has been developed but degree to which it is functioning in place is partial. Challenges remain with functioning of the CPIMS in terms of routine data collection and reporting. This is largely due to lack of human and financial resources. Attempts to digitise the system are still faltering due to challenges with Internet and digital resources.</td>
</tr>
<tr>
<td>2. Number of children and women benefiting from a comprehensive child protection package (MIS is tracking the child, case management in place and protection services provided)</td>
<td>0 / 37,500</td>
<td>The total number of children who benefitted from child protection case management services in the 10 districts of Blantyre, Zomba, Machinga, Mangochi, Dedza, Lilongwe, Mchinji, Mzimba South, Mzimba North and Nkhotakota from January to December 2017 was 21,347 (9,419 males and 11,928 females). The total number of children who benefitted from child protection case management services in the 10 districts from January to June 2018 was 8,461 (4,710 males and 3,751 females).</td>
<td>Child Protection Case Management data UNICEF, 2018</td>
<td>Target appears achieved The main challenge to determine achievement is with the administrative data systems that they are uncoordinated and there is some double counting.</td>
</tr>
<tr>
<td>3. Number of children accessing Community-based Childcare centres</td>
<td>600,000 / 830,000</td>
<td>791,973(^{72})</td>
<td></td>
<td>Target can be considered achieved (95%) The progress appears to be good against a cumulative target</td>
</tr>
</tbody>
</table>

\(^{71}\) UNICEF, 2018, RAM Child Protection Programme 2012-16

\(^{72}\) Mid-Term Review of the Government of Malawi – UNICEF Child Protection Programme 2012-16
<table>
<thead>
<tr>
<th>4. Proportion of children under two whose birth has been registered</th>
<th>&lt;1% / 60%</th>
<th>The percentage of under 5 births who are registered is 3.5%</th>
<th>UNICEF, 2018 quoted from NRB IMS. Data period 2016-2018</th>
<th>Achievement is behind target but recent improvements are visible, target was set very high.</th>
</tr>
</thead>
</table>
| 5. Reduction in violence against women | 41% / 36% | • 34% of women have experienced physical violence since age 15 and 20% have experienced sexual violence.  
• 42% of ever-married women have experienced spousal violence. | NSO, 2016 (DHS) | Inconclusive  
There are many forms of violence reported in the DHS. The NCPS does not define which indicators of violence are a priority and should be tracked. |
| 6. Reduction in violence against children | - / - | • Percentage of women age 15-19 who have ever experienced sexual violence reduced from 17.8% in 2010 (DHS 2010) to 13.5% in 2016 (DHS, 2016).  
• Spousal violence of ever-married women has reduced from 48% in 2010 to 42% (DHS, 2016). The most common type of spousal violence is emotional violence (30%), followed by physical violence (26%) and sexual violence (19%). | NSO, 2016 (DHS) | - |
| 7. Reduction in child labour (children aged 5-14) | 25%/20% | From 39.3% in 2013 to 38.0% in 2016 | MICS, 2014 (data collected in 2013) for the baseline figure and National Child Labour Survey (2015) for the end line figure (data collected between September and December, 2015) | Target not achieved  
See text discussion in Section on Impact for details on the statistics and lack of updated information for 2018. The main weakness of the statistics is that they are collected from two different data sets, although the methodology is standardised based on ILO procedures. |
| 8. Number of communities\(^73\) adopting protective consultations | 0 / 2,500 | 600 | UNICEF consultations | Target not achieved  
Due to 1) lack of sufficient advance funding that was required for training caregivers of Community Based Child Care Centres (CBCC) |

\(^73\) The definition of communities is not clear from the strategy
**Evaluation Report**

**Evaluation of Malawi Child Protection Strategy**

<table>
<thead>
<tr>
<th><strong>child protection practices</strong></th>
<th><strong>9. Reduction in the number of children in alternative care institutions</strong></th>
<th><strong>2) decision to focus more on strengthening quality of the child protection services as opposed to increasing quantity with poor quality.</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>6,000 / 4,500 (reduce by 1,500 children)</strong></td>
<td><strong>Reduced by 2000</strong></td>
<td><strong>Malawi Human Rights Commission monitoring reports</strong></td>
</tr>
<tr>
<td><strong>Target achieved</strong></td>
<td><strong>Exceeded target of reintegrating at least 1,500 children by 500 children for a total of at least 2,000 children reintegrated into family care. However, the overall number of children in alternative care institutions still climbed to 10,000 during the NCPS implementation period (2012 – 2016 extended to 2018). The increase was due to a continuing rise in children entering alternative care institutions, in part due to drought and other poverty related reasons.</strong></td>
<td></td>
</tr>
</tbody>
</table>

| **10. Number of districts operating a comprehensive child protection model** | **0 / 7** | **10 districts** |
| **Target achieved** | **UNICEF** |
| **with differing quality levels of functioning.** |

| **11. Number of children on ARVs (anti-retroviral) with a case plan linking up the health and welfare sector** | **0 / 40,000** | **National AIDS Commission data base, 2018** |
| **Target achieved** | **though attribution is to range of inputs across many entities, not just those that are child protection related. Source of data is National AIDS Commission M&E Officers** |
| **Number of HIV+ children aged 14 and under alive on ART treatment is 54,529 (as at end of Jan-Mar '18 quarter)** |
| **Number of HIV+ adults aged 15+ alive on ART treatment: 710,683 (as at end of Jan-Mar '18 quarter, data is not sex disaggregated)** |

| **12. Number of vulnerable children aged 6-18 utilizing** | **187,500/375,000** | **244,689 down from 269,560 at midterm** |
| **UNICEF, 2018** | **Target achieved but lower annual attendance compared with status at midterm** |

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| 13. Number of district child protection committees that have in place contingency plans for child protection in emergency preparedness and response | 6 / 28 | Plan for CP in emergency available in 16 districts. | UNICEF | Target partially achieved
MoGCDSW and UNICEF contributed to the development of a national contingency plan and the Protection Cluster Food Insecurity Response Plan which will be implemented in 20 districts targeting 1,043,000 affected people |
The Evaluation Team noted some **errors** in the Midterm Evaluation progress results table which was used for comparison to the current situation. Regarding Indicator 4 on birth registration, for example, the indicated baseline number is >10% but this is not possible. There were birth certificates prior to 2012 but no national birth registration system. The NCPS table of indicators actually states <1 for the baseline number so this may merely be a typographical error. In fact, the prevalence of birth certificates for under 5-year-old children was 16.6% in 2008 though these certificates were not registered in a national system yet.\(^75\) Such figures need to be treated with caution unless the birth certificate is actually cited by the enumerators which was not evident in this case.

**Overview of Key Implementation Areas**

Annex 9 provides a detailed analysis of the main types of development initiatives implemented as part of the NCPS. Here we summarise only some of the main evaluation observations.

The concept of the **One Stop Centres and Victim Support Units** is very much appreciated. They provide holistic and coordinated support to victims but inadequate resources and sufficient awareness of the population of the services hamper their effectiveness. Other factors include lack of skilled staff and lack of accountability. Additional aspect, including socio cultural factors are discussed in Annex 9.

There are many **Community Based Child Care Centres** (CBCCs) for children aged between 3-5 years. They are functioning at a basic level despite low resource levels and rely largely on volunteers. Increased support for materials, including action-based learning toys, stipends and training for volunteers are needed. On-the-job coaching, mentoring, monitoring and accountability actions are also needed. The evaluators were told that the government is actually currently advocating for, and scaling up, the making of CBCC play and recreation materials that are made from local materials.

The expansion of the **National Child Helpline** has contributed to addressing child abuse, exploitation and neglect in communities in Malawi. In some communities, access to a phone is a challenge despite the child helpline being free of charge.

Progress around **Child Justice** is very difficult but is being made. The justice sector is hampered by endemic issues, including lack of transparency, protection of perpetrators in communities and others that resources alone will not fix. There are several ongoing and large investments into the sector including from, the EU and, in the near future, by DFID. The recent endorsement of the National Child Justice Strategy Document is a positive development. Limited data and information on particular cases form challenges. The efforts to provide support to children in conflict with the law through various Government and other agencies is beginning to show effects.

Despite the numerous social and other programmes, **child labour and associated trafficking** continue to be a major problem. Many efforts are undertaken but a more focused response is needed to address the issues of child trafficking victims, including tailored services and support structures for child victims of CSEC. The case management approach is fundamental to ensuring the effectiveness of the efforts on addressing child labour.

The **Safe Schools** programme, appears to be an excellent initiative. The method is still relatively new and needs to be more firmly anchored in the case management system. At the

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\(^75\) UNICEF (2012), Malawi: In Malawi, compulsory universal birth registration protects children from abuses and opens access to social services. Available from https://www.unicef.org/protection/malawi_66153.html  Website accessed 20 08 2018
foundation, strengthening the processes and systems within the education sector to prevent and address violence and abuse within schools is key.

Regarding **birth registration**, some stakeholders indicated that there are still some bottlenecks that impede the scaling up of the birth registration system to ensure all births are duly registered (See Annex 9 for details). The evaluation notes that there is a need to increase investment in birth registration services to ensure that all children born in Malawi have their births registered and receive a birth certificate. Further, harmonising the birth registration system with the use of ID numbers for all children is essential. ID numbers can be used to identify and track a case while the child is protected anonymously using their ID number in abuse cases.

The **de-institutionalisation strategy** reintegrated over 2,000 children from alternative care into family-based care. While some children are reintegrated into family-based care, others continue to enter into alternative care due to social and economic conditions.

The **Children's Corners** are one of the few child protection approaches where the participation of children is substantial. The Children's Corners have a substantial membership with over a quarter million children across Malawi and are popular in the communities visited. Children are on the whole aware of their rights and confident in reporting abuse, exploitation and neglect of their peers to Village Heads. They appreciate and find the activities useful.

The locations for the Children's Corners and the Youth Club activities were often reported as inadequate. Peer facilitators often dropped out because of lack of stipend or other material support. Some groups felt they were insufficiently supported with materials as well as with infrequent monitoring of their activities. Since such groups also identify cases where children need protection, linking them to the case management system is important.

### 4.2.1 Implementation of the Child Protection Systems Approach

The systems approach differs from the vertical-issue-focused programming approach, the latter focuses on issues in the absence of an understanding how they relate to the overall context. The focus in a systems approach is thus more on ensuring that inputs achieve the ultimate development goal through analysing who, what and how the relevant actors and other contextual factors influence each other in different ways in a specific country. Taking this analysis into account, a system of inter-related components that is most likely to achieve the development goal on child protection is then designed. During implementation, the system is monitored and, ideally, adapted in line with encountered realities to continually improve the functioning of the system. This approach helps ensure that an appropriate and well-functioning child protection system is developed.

The Evaluation Team concluded that, in terms of **prevention**, the NCPS implementers have taken a proactive systems building approach. The focus was on establishing and strengthening community structures for awareness raising and developing the capacity of local child protection gate keepers and other key community members. These included community child protection workers, community child protection committees, Children's Corners, Youth Clubs,
community leaders, religious authorities, Traditional Authorities, and communities. Review suggests that the Strategy is grounded in the foundations of child-centred community development.

With regard to response, the Evaluation Team found that the child protection response system has been developed, though it needs scaling up and improved implementation. The view of most interviewees is that the good architecture which is in place for responding to VAC has allowed for the building of structures and systems at District and community levels. As one district Government level stakeholder noted, “Children have many community structures to report abuse and exploitation. For example, there is the Child Helpline, Police Victims Support Units, One Stop Centres, Victim Support Units and Child Protection Committees.”

The response to child protection related incidents including physical, sexual and emotional abuse, exploitation and neglect has primarily been structured around a case management system. The response system also included a CPIMS to record and track individual cases. The case management system and CPIMS are discussed separately in Sub-sections 4.4.

The Evaluation Team used a Systems Dynamics analysis and other systems approaches to the evaluation (see Methodology Section). Based on the analysis, the Evaluation Team developed a graphic representation of the structure of the Malawi Child Protection System. The Evaluation Team found that, overall, key elements of child protection were considered. In doing so it became evident, however, that an important part of the systems approach had not sufficiently been considered in its development that is the need for a feedback loop.

Several key experts from different entities independently raised the point during interviews that there are challenges with using feedback information to improve the overall system and some of its components. This situation can have an impact on the effectiveness of programming. The evaluation found that increased use of feedback at all levels would have likely increased effectiveness. Evidence is based on the challenges with the CPIMS and use of monitoring results to adjust implementations —though the Midterm Evaluation recommendations were considered— and also from interviews and FGDs. In fact, the original and a major guiding document on Child Protection systems development states that “Changes to the system, for whatever reason, change the environment; changes to the environment alter the system (a process known as feedback in the systems literature). Planning, or the capacity to anticipate how the environment will change so that structures, functions, and capacities adapt to changing contingencies, is essential.”

Though there is an important “accountability” component in the strategy, using information from child protection field experiences is not explicitly included to form a feedback loop to adapt and improve the system and its components. Note here that the CPIMS was expected to form a large part of the accountability component. Data was collected through a range of means,

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77 EQ-Effectiveness 8
78 The original graphic is not included (for the sake of space) but a version with proposed feedback loop improvements is presented in Figure 4

Evaluation Report
reports were written (e.g. See Annex 9), committee discussions and meetings have taken place on actual field experiences. The lack of an explicit feedback loop and concretely structured methods to use practical field information, however, render the system incomplete. Information that is gathered has been used to inform improvements of a specific type of action but the use of a more integrated holistic approach to using data was limited. This meant that information that was gathered was not sufficiently used to inform and improve implementation in a comprehensive way. It should be added, however, that over the course of the 2017-2018 there was more effort to consider learning from implementation to improve the system. One example is the focus on improving the harmonising of the Child Protection Information Management (CPIMS) system. Another example is a recent budget review analysis of funding of child protection initiatives which included the proposal of concrete steps to improve funding mechanisms.  

The Evaluation Team developed a graphic shown in Figure 4 that indicates where the feedback loops would ideally be placed.

Note that there are vertical and horizontal types of feedback loops. For the vertical feedback loop information is shared from national to district level, to Traditional Authority, Group Villages, Villages, families and children. In the opposite vertical direction there are two types of information to be shared. This first is data based on the situations/cases of children and families. The second is on the functioning (effectiveness) of interventions. This is where good practices and lessons learned are aggregated as needed and fed back up through the system. Horizontal feedback loops are also needed starting at community level. Villages and Group Village Heads with community committees use information from the situation in their localities to improve actions taken locally. The Evaluation Team found that this was already happening in practice. Likewise, information was used at Traditional Authority and District level to feedback into the local child protection sub-system. This was being done in all districts that the Evaluation Team visited to different degrees. The Evaluation Team also found that it was not always fully structured in a well-coordinated manner.

One other aspect of the system that needs more attention is the functioning of the formal versus the informal part of the system. The investment in the Child Protection System was very much on the formal structural part of the system, e.g. laws and regulations and case management. The Evaluation Team agrees with one interviewee who pointed out that the informal system of communications and addressing abuse cases needs to be studied in greater detail. In one example, the interviewee noted, “This would be to study where things are being reported, who is talking to whom, the whole informal communication.” The evaluation noted a tendency to see informal and traditional systems as challenging and only useful in some instances where Chiefs champion a cause. There were, however, many other helpful aspects to the informal systems and practices that could be built upon. These included, for example, the inherent respect for the elderly. Linkages could be made to campaigns such as the Grandmothers to Grandmothers Campaign. Grandparents can be actively included in child protection actions. Supportive proverbs, traditional stories and songs that promote child and

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82 Such as child marriage

83 Click here for hyperlink
family well-being can also be used in awareness raising. Consequently, the formal and informal systems need to be more integrated.

4.3 Coordination/partnerships on Child Protection

There are many entities in Malawi that work on aspects related to child protection. Figure 5 maps some of the major entities. There are inter-relationships between the groups that are reflected in Figure 9 showing the child protection system in the previous Sub-section. Please note that the national and international development partners, including NGOs, may work at national, district, and community level. This is the reasons that the mapping was not organised around levels but rather by type of entity.

Figure 5. Stakeholder map of Key Entities Contributing to the Implementation of the National Child Protection Strategy (2012-2016 extended to 2018)

The United Nations in Malawi is operating under the Delivering as One principle and had included the establishment of the National Child Protection System as a key action in the United Nations Development Assistance Framework (2012-2016 extended to 2018). Basic social and protection services were identified as the second of four priorities. The Protection Services Technical Working Group brought UN agencies (UNAIDS, WFP, FAO, UNFPA, UNDP, ILO, WHO, UNHCR and UNICEF) together. This allowed the UN agencies to design the joint work plan on child protection and gender-based violence, and to harmonise and coordinate efforts in this area. Some UN interviewees indicated, however, that the United Nations agencies still do not sufficiently jointly implement activities in synergistic ways.

Coordinating and Technical Working Groups

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Coordinating and Technical Working Groups

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The NCPS placed a great deal of emphasis on the importance of establishing well-functioning coordination mechanisms. Though several coordinating bodies existed before the NCPS, its influence in this regard is visible in the functioning of the coordination and implementation bodies working on various policies and legal instruments regarding children across sectors. The Evaluation Team concluded that there was evidence that the NCPS fostered coordination among stakeholders at all levels and between levels.

There were many coordinating bodies at national, regional, district, Traditional Authority and Community level with linkages to child protection issues. These took the form of National and District Planning committees, Technical Working Groups (TWG), community child protection committees and other groups. In one example, a stakeholder noted, “The positive part the Technical Working Groups (TWG) is that they do develop a lot of things like strategies and plans. We have also been able to provide technical guidance to implementers. The TWG really play the role of think tank.”

As described below, despite all of these groups and much effective work, however, evaluation stakeholders were almost unanimous in their conclusion that coordination was not yet functioning as well as it could.

Key child protection related TWGs were the Child Development TWG and Social Welfare TWG. Several TWGs that focused on issues such as Orphans and Vulnerable (OVC) children and others focused on youth, HIV and Gender Based Violence also include discussions on child protection meetings do cover discussions about how to approach planning and exchange information on activities and results. Despite this, however, key stakeholders indicated that few synergies were created to jointly address child protection issues. The existence of several TWGs on issues that were highly related and overlap with child protection hampered some of the coordination efforts.

A 2014 analysis of Sectoral Working Groups and Technical Working groups in Malawi likewise critiqued the same issues surrounding the functioning of such groups. The analysis recognised the need for these groups and that some functioned very well. In cases where they functioned well, the reason, “First and foremost was the availability of strong and open leadership from senior figures in Government. A willingness to solicit and listen to new ideas appeared to have contributed greatly to the effectiveness of the SWG meetings.” The report also stated, however, that there were too many groups that were barely functioning at all.

During the evaluation, at national level there were complaints from several key stakeholders who stated points such as, “The national TWG has continuity issues, sometimes you don’t

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85 EQ-Effectiveness 6
86 EQ-Effectiveness 7
87 EQ-Impact 5
have all the members attending. Sometimes you can tell from the contributions they were not prepared. People who attended did brief people in their offices." Another illustrative comment was, “We tend to talk about similar things in several of the TWGs.”

Some stakeholders expressed the need for a single coordinating body on children’s issues. In fact, the Evaluation Team strongly supports current Government efforts to establish a National Children’s Commission. The 2014 analysis of Sectoral and TWGs appeared to point in the same direction—though it was prepared before the current efforts to establish such a commission. The reports stated that where a group can formulate a strategy from an early date, even if it takes time and multiple iterations, once it is functioning, focus tends to be on how to best make practical arrangements for implementation.90

**Specific District Coordination Focus**

Some evaluation stakeholders noted that coordination functioned better at district than at national level. Among others, there were specific district child protection committees in the districts where the system was already in place. The better functioning was attributed, at least in part, to physical closeness of committee members and ability to easily enter into each other’s offices and discuss on-going issues. Also, at district level, there was only one office dealing with all social welfare issues while at national level there were two departments (Social Welfare and Child Development) handling child protection related issues in different ways.

The Child Protection District Implementation Plans (DIP) that the Evaluation Team reviewed noted important priorities and appeared relatively well structured and adapted to the local context.91 The district plans came about after much work and discussion at district level. According to several interviewees, if these plans were not used as a starting point, it meant that district priorities were not always respected. In one example of an interviewee comment it was said, “The (Government) leadership really needs to make sure that donors and NGOs start with supporting the Government plans. They do not always do this because the need for resources is so great that it is hard to refuse any support.”

**Inter-ministerial coordination**

The national Social Welfare Department is charged, among other responsibilities, with case management systems development in liaison with district offices. The national Social Welfare Department also works on capacity building of district teams, establishing and strengthening child protection structures and other tasks. The Child Development Department on the other hand focuses mostly on early childhood development and primary child protection services. Several stakeholders indicated that having two national structures of the Social Welfare and Child Development Departments92 that work with the same office—Social Welfare Office—at District level causes some friction which was not conducive to full programme implementation effectiveness.

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91 EQ-Effectiveness 8

92 Department of Social Welfare and Department of Child Development
There were many ministries that had some type of connection to child protection. Several Government stakeholders met during the evaluation process commented on the lack of practical coordination mechanisms between different Ministries on child protection issues, which was beyond working together in committees. The common view was that different sectors on child protection and HIV could work together more closely to prevent and respond to violence, exploitation and abuse. In this regard, a National Children’s Commission and the ability of such a Commission to drive inter-sectoral coordination would be useful.

Practical coordination mechanisms with defined coordination mechanisms, roles and responsibilities need to be expanded. That is, such coordination needs to go beyond meeting in TWGs or other committees. Rather informal exchanges and joint efforts can be stimulated. An example is the type of work done at district level where there was more direct interaction and collaboration between officers. That is, groups should discuss their clearer roles and responsibilities regarding coordination outside of meetings would help ensure more collaborative efforts.

Some of the stakeholders noted the lack of coordination processes in place to respond to the particular vulnerability of children during floods, droughts and other disasters. Although there are National and District Protection Clusters (NDPC) tasked to address these issues, several interviewees noted these still need to focus more on child protection issues. That is, the stakeholders stated that children were vulnerable to abuse and exploitation during and after disasters but that the NDPC tend to focus on the immediate physical needs. They added that more attention is needed to address possible child abuse and exploitation in such circumstances. The need to strengthen child protection most particularly was in 1) raising awareness to prevent and respond to child protection risks in these situations 2) pre-emergency training for at-risk children, families and communities and 3) providing response skills.

**Autonomy and planning**

One important final and important aspect to cite is the issue of the national and district autonomy over implementation of strategies and plans. A common comment at national and district level was the extent to which donor agencies and international implementing agencies do not sufficiently consider the national and district strategies and plans to identify activities to implement. Though development and coordination discussions are held about needs and gaps to address, in practice few agencies with available funding use the prepared strategies and plans as starting points to provide support. Instead, entities with available funds check if what they wish to implement is cited in the national strategies and District Implementation Plans.

**Contributions of Government and Development Partners**

The contribution of the NCPS to change and improve child protection has already been covered in other Sub-sections (also see Annex 8) and will be detailed further in the Impact Section. Here we focus on the extent to which different development entities contributed to the

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94 At local level, as was observed, Government staff tend to have their offices close to each other. Interviewees noted that they often discuss informally and/or meet socially when they also discuss their activities.

95 Including NGOs

96 Donor and implementing agencies, including NGOs
changes. The report has already covered some of the information regarding contributions of key development partners to child protection in Malawi. This was included in the Mapping Exercise and at various points in the narrative. It should be noted that the evaluation was not able to cover the work of every entity involved in the NCPS implementation in detail due to time and space constraints.

The participatory Contribution Analysis workshop which was conducted in July 2018 to determine overall contribution of the NPCS to changes and to use participatory method was intended to determine the contributions of the different categories of development partners. The assessment of overall contribution of the NCPS was covered in participative group discussions which are summarised in Annex 5. The points raised in the workshop were used to enhance this report.

It should also be noted that it was not possible to identify and map the contribution of each international and national development partner due to time limitations. As a result, groups were constituted of the main partners that worked on the realisation of the NCPS strategy.

Results showed that the highest contribution was from the combination of Government and UNICEF coordination, which scored about at one third of the total. This was followed by Government implementation (27%) of actions. This was in turn followed by UNICEF funded implementation which scored 23%. Other implementers outside Government and those to which UNICEF contributed support were averaged at 17%. Note that there was an intersection between NGOs and UNICEF where some NGOs received funding through UNICEF. The same NGOs also received funding directly from various donors to implement a range of child protection activities.

UNICEF was seen as playing a role in over one half of the total child protection activities. That is when combining all of the actions in which “UNICEF funded implementation” and the “Government and UNICEF joint coordination”, were cited as playing a role. “Government” and “Government and UNICEF joint coordination”, accounted for almost 2/3 of the contributions. Figure 6 below shows the results of this analysis.

Figure 6: Contribution Analysis for Child Protection Activities in Malawi 2012-2018

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97 EQ-Effectiveness 5
98 see Annex 6 for list of participants
99 It was explained to participants that the combination of Government and UNICEF activities included joint programming a joint coordination.
When all the activities implemented were individually analysed by who contributed the most, it was noted that Government and UNICEF coordinated implemented activities dominated contribution in almost all activities. According to perceptions of workshop participants, UNICEF funded implementation was strongest in media and awareness and promotion of safe schools, where about half of the participants perceived it as due to UNICEF funding. UNICEF’s contribution was also quite strong in the area of policy, legislative and institutional framework, planning and capacity building, birth registration and case management, where it contributed to about 40% of total contribution.

With regard to academia, contribution was mostly in the area of providing education to social welfare and related officers and to conduct some of the research. The private sector funded some of the child labour initiatives through ILO, including the Eliminating Child Labour in Tobacco Growing Foundation and Japan Tobacco International.

**Alignment with Global and Regional Priorities**

As indicated, the NCPS has been, overall, responsive to national priorities. However, some interviewees commented that the Strategy was not sufficiently flexible to respond to child protection within the context of some specific situations including with regard to migrant children and refugees. A stakeholder commented that, “The text of the Strategy does not mention refugees specifically. We have refugee children who are unaccompanied and their situation was not adequately reflected in the Strategy. We need to formalise the inclusion of refugee children in a future National Strategy on Child protection”.

The general view of interviewees was that the NCPS was highly ambitious and provided a good framework for child protection which fits closely with regional and global priorities. The Strategy fit well within the emerging global debate around child protection systems, particularly its focus on a systems strengthening approach which has been a dominant paradigm for child protection regionally in Sub-Saharan Africa and globally over the course of the last years.

The NCPS was guided by the Millennium Development Goals, especially in terms of early child development, reducing child marriage physical and sexual violence against children. Similarly, global priorities on protection rights and the best interests of the child were clearly placed at the centre of the NCPS. The Strategy also integrated child protection packages geared towards parent-focused interactions and strengthening parent-child interactions along with emphasising positive behaviour change at the community level.

The evaluation concluded that the NCPS addressed emerging regional and global priorities when it was conceived, in particular, on systems development and combatting child marriage. The issue of child marriage continues to grow in importance globally and the NCPS has a clear focus on this issue. Similarly, the NCPS focus on issues such as promoting birth registration and supporting the reintegration of children in institutions back to families and their communities also fits well with regional and global trends in child protection. In addition, activities such as the strengthening of Children’s Corners fits closely with regional and global

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100 EQ-Effectiveness 5
101 EQ- Relevance 8 and EQ- Effectiveness 11. These are combined here as it is clearer if the past and future regional and global
trends to create child friendly spaces and breaking the silence of sexual abuse and exploitation of children, especially girls.

Moving forward, the Sustainable Development Goals (SDGs) have been adopted and the NCPS also fits in that framework. Some of the emphasis in the SDGs has been slightly altered with regard to child protection. Lessons learned globally have contributed to an increased focus on issues around violence against children and child marriage. UNICEF’s new Strategic Plan for the period 2018-2022 Goal Area 3 states, “Every child has the right to be protected from violence, exploitation and abuse.” 102 Specific targets on tracing and reuniting children into family-based care or appropriate alternative services are included. There is also a target specifically on ensuring protective services for migrant children and another on the provision of universal birth registration services. Using data as evidence “to drive change for children” is another subject of focus under the new UNICEF Strategic Plan. The regional orientations are aligned with these global areas of focus.

Although these areas of focus have been identified as key, it is not the case that other thematic areas and approaches under child protection have been dropped. Supporting the systems approach continues to be a priority as it helps ensure that the needed and complete structure to address child protection issues is in place. Another area of focus where there is increased attention is the collection and use of data to inform and strengthen child protection systems and all their components.

The Evaluation Team concluded that the principal issues and gaps 103 identified through the current evaluation were well aligned with these new orientations. Gaps in the objectives of NCPS 104 were mostly regarding the need to place more emphasis on particular categories of vulnerable children. This is discussed in greater detail in Section 8.

### 4.4 Efficiency

**Main Question: To what extent were the operational mechanisms and capacities efficient at district and country levels?**

**Summary of Responses:**
- The NCPS was generally implemented efficiently with the available resources. They were well allocated and implementing staff and volunteers maximised the way that they could use the resources.
- The efficiency and quality of monitoring were not strong. The efficiency and quality of community level monitoring of activities and case management was particularly challenging.

Most of the strategy components were implemented on time in accordance with planning as far as this was possible in terms of the availability of resources. 105 As already stated earlier, resources were limited while targets were set high. In fact, the recent Child Protection Budget

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103 EQ-11 Effectiveness.
104 EQ-Effectiveness 4
105 EQ-Efficiency 2
Brief analysis indicated that visible direct allocations are very low. The review indicated that it was difficult to determine the extent to which child protection overall had been prioritised in the national budget. This applied at national as well as district level. Available information showed that funding through UNICEF and Plan International alone was MKW 2.6 billion for child protection which was 2.5 times higher than what was budgeted for by the Government for the year 2017/18. It should further be noted that due to "lack of data and weak coordination it was difficult to capture all NGO and donor funding in this area." 

The budget assessment, however, made an estimate of the visible child protection budget for 2018-2019. The budget had increased to 992.69 million Kwacha. While a substantial increase from 246.72 million Kwacha in 2016-2017 it still only represented 0.068 percent of the total budget. Of this amount almost one half was for social protection cash transfers but was included under the child protection analysis. For a country of over 18 million people, this is as many evaluation interviewees noted, a small amount. The report also estimated that in Malawi only US$ 0.14 was available per child per year for child protection, which is about 5 times less than the global average. These amounts are very limited while, as already described in the current report, the needs for resources to achieve child protection in Malawi are very high.

In fact, only a few donors actually provided substantial resources during the NCPS period to ensure that all targets were met on time. As one Government official noted, there were delays in the disbursement of some of the expected funding which, "also affected the implementation of the strategy." Some observers commented that over the period of the NCPS implementation, millions of dollars were allocated to child protection. In fact, however, spread across the years and interventions, as the Budget Brief also asserted, the amounts were still limited. It should also be considered that operating an established and well-functioning child protection system required different investments than the setting up of a system in a new environment. That meant, designing a well-adapted system, testing it, ensuring that all capacities for implementation, coordination, monitoring and feedback into the system were in place was a costly undertaking.

In terms of best value for money, it was very difficult to ascertain this objectively. Key stakeholders had different opinions on what they considered important as much of this depended on their area of principal expertise. Nevertheless, even where funding for birth registration was comparatively limited as compared to the work to be done, this was seen as an area with "good value for money." This was primarily because, with a fully associated and unique ID number system, it means that a child’s individual case can be well tracked, traced and followed up. Using an ID number also allows for data analysis using the number so that the child can remain anonymous.

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107 Ibid
108 Ibid, page 13
110 EQ-Efficiency 1
111 Given that, among other reasons, children may have the same name and the ID number guarantees that each person is uniquely identified.
Overall, the same results could not have been achieved at a lower cost. The triangulation of analysis of progress reports, reviews of implementation actions, interviews, FGDs and observations in the field all contributed to this assessment. In some instances, there could, however, have been greater efficiency by creating more joint actions across sectors and agencies. Nevertheless, efforts to maximise available funding were strong. For example, joint trips to communities were planned to ensure the limited available transport was used efficiently.

In general, key stakeholders did not believe better results could have been achieved with the same cost using different instruments or approaches. Triangulating with progress reports, the Evaluation Team agrees with this view. There were, however, many comments about the need to create more partnerships and synergies to plan, implement, monitor and evaluate specific child protection actions.

Efficiency was high at community level because, though some volunteers in various communities dropped out, many were still active and committed despite the limited resources and monitoring. Community child protection workers and the various (other) volunteers engaged in child protection activities at community level did ask for much more monitoring. They consistently stated that they felt they were not sufficiently visited and would have liked this to be increased as it helped to motivate them and increased their status as worthy leaders on child protection issues.

It should be added, however, that the term “decent work” should also apply to such persons. The extent to which volunteers at community level—especially Child Protection Workers and CBCC volunteers who are not yet receiving stipends—were expected to put in much time outside of their normal economically remunerated work was high. Given the poverty or low income of such community members, efforts to ensure that they were compensated at least somewhat for their time was important. This would contribute to fairness for their work, help motivate, and increase their status in the community which in turn would have been beneficial to them being taken seriously with regard to their activities.

Some Government interviewees noted that efficiency could have been improved if funding was channelled directly through Government though donors were still hesitant to do so for transparency reasons. Some also indicated that the Government needed to do more to ensure that donors allocated funding that was better aligned with the national development programming, including on child protection. It should be added that the Evaluation Team agrees with and supports the recommendations in the Budget Brief analysis. If these recommendations were implemented, it would have helped heighten the effectiveness, impact and efficiency of a future national child protection strategy. In addition, a new NCPS needs a costed multi-year plan, with clear indicators that would be revised in accordance with systems experience feedback on a yearly basis.

Monitoring
One important aspect that was commonly discussed under efficiency was monitoring. This was one of the major challenges of the implementation of the NCPS as evaluation found that there were many complaints from national to community level as well as in the reviewed documentation regarding the efficiency and quality of monitoring. This was especially the case regarding community level monitoring and monitoring of case management. While there were many methods that were used for monitoring, including increasingly digital technologies, the main reason for limited monitoring was, again, a lack of resources.

Many stakeholders at all levels noted this as a challenge. As already indicated in the Relevance and Effectiveness sections, the challenges surrounding the indicators and data collection on achievement of indicator targets were noticeable.

On a more practical level, while the Government, donors and implementing agencies did monitor the work at district and community level, this was done to varying degrees and frequency. Monitoring was mostly done through field visits and review of progress reports. In one example, an interviewee stated, "Monitoring is crucial to the contribution to learning and improving of child protection systems in the programme. This needs much more focus in the future."

The findings revealed that the offices of several District Social Welfare Offices were dilapidated and without proper storage shelves for collected information. In several instances, some of the computers and printers were not functioning anymore. Most importantly, there were too few resources to visit communities for regular monitoring. Such monitoring, as already stated has multiple benefits beyond merely collecting data on field work. Many district workers and community members who contributed to child protection in their areas mentioned their desire to be visited more frequently. They stated that they welcomed monitoring as it showed that others were interested in what they were doing, especially in the case of volunteers.

**Child Protection Information Management System (CPIMS)**

The NCPS prioritised the creation of accountability mechanisms. The establishment of a Child Protection Information Management System (CPIMS) was one of the key strategic actions undertaken to attain this objective. A framework document that laid out the vision for a national CPIMS was developed in 2014. The CPIMS framework stated that the ultimate goal of the national CPIMS was to serve as a, “system that dealt with child protection related data, information and knowledge, through the implementation of a Data Management System that consisted of data collection, data collation, data analysis, reporting, dissemination and use.”

As child protection experts indicated the various data sources were not yet sufficiently quantitatively and qualitatively strong and consistent across data sources. That is, data on child protection issues was spread across several data bases that were not yet well aligned

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117 EQ-Gender Equity 4  
118 EQ-Effectiveness 9  
120 Ibid, Page 8  
121 From Government and UNICEF
with similar data definitions and analysis methods. The entering of data using different software, including Excel at district levels, also added to the challenges. Excel provided for too much risk of error and double counting. Further, most of the systems also did not have a unique ID for each child/case. This meant that it was difficult to identify a particular child for the effective targeting of support once he or she was registered in the system.

These data challenges made it difficult during the evaluation to use the existing data as a source for in-depth and valid evaluation data analysis at this stage.

Several specific issues were further identified. Data from case management was collected for the 10 UNICEF focus districts, entered and aggregated using Excel at district level then provided to the national at the MoGCDSW. This meant that it was not possible to access and do an analysis or verification of individual cases. In addition, some of the data fields in the case management data collection form did not match up so this needed to be harmonised with the fields in the CPIMS. In 2018, efforts were undertaken to harmonize the alignment of the fields in the CPIMS with the fields collected for child protection case management data. There is also a need for consistent and comprehensive data entry and its use in all districts in Malawi so it can be reliable and robust.

As stated, another challenge was lack of dependable Internet connections and digital tools122 to enter the data at local level. The Government was considering an offline version that could be used to upload data when connections are available. Other sources of child protection related data were not connected to the CPIMS. Other challenges include significant backlog of data entry into the CPIMS and insufficient follow up from Ministry level on CPIMS data entry. To address some of the internet issues, mobile phones were being used through the Data Winners123 software to collect data on victims from police from 34 stations (so far). The SMS based method of Data Winners was also being used to send data on Children’s Corner attendance and statistics on the Community Victim Support Units. 124 According to interviewees, this method still needed improvement as there were some challenges. These included issues such as, according to one interviewee for example that “it was difficult to type long texts of numbers, it was prone to human error, and the interface was not conducive to data entry.” The Data Winners approach was being changed to another system (RapidPro) strengthened and integrated with other methodologies as this evaluation was being undertaken.

There was a general recognition among Child Protection Workers at community level, district officers, and at national level that having a good CPIMS was important. This was a positive finding as noted in other countries that, especially at community and district level, data collection and entry was often considered time consuming and not very useful. Child Protection Workers noted that they think tracking cases was important. Several district officers interviewed also recognised and highlighted that the CPIMS could play a role in enhancing the visibility of child protection concerns at the district, regional and national levels. They also noted that it could generate essential data on the magnitude of risks that predisposed children to violence, abuse, exploitation and neglect and thus be used for advocacy and awareness raising.

122 Including apps and other software.
123 See https://www.datawinners.com/
124 According to a community FGD in Dedza district.
It was important to note that the Evaluation Team observed that major efforts were already underway to harmonise the data sources so that they can be comparable, consistently gathered, accurately reported and analysed.

It will be important to continue to place strong focus on this moving forward, particularly regarding case management data. Such data is important for good follow up of cases but also to provide feedback information that can be used to improve the overall child protection system. The continued development of the technical architecture to drive a national child protection information management system that can potentially document and monitor child protection issues on violence, abuse, exploitation and neglect is key. Such information can then be used to inform decision making and provide evidence-based planning for child protection interventions.

An effective CPIMS should be in place and supported by resources and training at the District level. There was also a need for the CPIMS to collate data on unaccompanied/separated children during emergencies to track and reintegrate them to families.

4.5 Impact

Main Question: To what extent has the Strategy contributed to the reduction (or lack thereof) of child abuse, neglect, exploitation and violence?

Summary of Responses

- The expected medium to long term impact of the NCPS can be considered as sufficiently achieved, resources permitting.
- Statistical data analysis to determine impact was limited by the quality and frequency of data sources. More and better data is needed in a future NCPS including a critical assessment and determination of the way forward on the CPIMS.
- Overall awareness has increased. Concrete steps were starting to bear results with often strong local child protection committees and committed child protection workers though the extent of behaviour change needs further assessment.
- A comparative analysis was only able to show statistical impact between UNICEF and non UNICEF supported districts in two areas: reduction in violence against women and early marriages.
- The NCPS did have an impact on coordination though (as stated) this tended to be more focused on planning and information exchange and less on synergistic joint activities and adapting the system

Some of the shorter-term impacts\textsuperscript{125} were combined with results analysis of the NCPS targets and have already been discussed in the Effectiveness Section under the Sub-section on the Detailed Analysis of Effectiveness in Key Areas.\textsuperscript{126}

\textsuperscript{125} EQ-Impact 1 and 2

\textsuperscript{126} See Table 4 Progress Against Key Indicators. This also includes covering EQ-Impact 5 on impact of coordination mechanisms because it was well aligned with EQ-6 Effectiveness. The Evaluation Team strives to reduce redundancy.
No notable unintended impacts of the NCPS itself were identified. 127 Unexpected environmental emergencies, such as droughts, occurred. Such situations can affect the impact of the implementation of the NCPS and issues around child protection. Government and development partners undertook steps to mitigate some of the risks to child protection that may result from these environmental emergencies. 128 The statistics covered in the Sub-section included discussion of some impact indicators. This section focuses primarily on overall longer-term impacts and district results.

4.5.1 Detailed Analysis of Impact in Key Areas

A detailed analysis of the results of the implementation of the NCPS was done to help clarify the impact of the strategy. This was done partly because of difficulties in using the NCPS indicators. It was therefore important to go deeper into the analysis to identify changes. Unfortunately, as will be seen, it was difficult to draw any clear conclusions from the analysis. It should be recalled that the NCPS was intended as a “national” document covering the country. Though the support that UNICEF provided largely focused on 10 districts, some support aspects—such as work with the police and emergency support—covered the country. Comparative aspects regarding the interventions across districts are discussed in Section 6.1. 129

The NCPS strategy had 15 indicators in its simplified results matrix (Table 5 below). The NCPS strategy did not specifically identify whether the indicators were impact, outcome or output level indicators. Six of the original 15 indicators could be classified as impact indicators, one as an outcome indicator and 10 are generally output indicators.

In addition, it was not clear how the child protection indicators were aligned to the core elements of protection where change was expected: 1) violence, 2) abuse, 3) neglect, 4) exploitation and 5) mitigation against the impact of HIV and AIDS. This may have arisen as a result of inadequate analysis and application of the ToC to identify the expected results of the child protection system. Consequently, the indicators of measuring change at all levels of the results chain.

An attempt has been made to address the above shortfall in the alignment, by 1) aligning the indicators to the standard results chain, 2) aligning the impact level indicators with the 5 core elements of the child protection system and 3) reviewing National Statistics Office data and reports to identify additional and relevant indicators to track changes in the 5 core elements of the child protection system at impact level.

It should be noted that the NCPS indicators were not representative indicators for each of the core elements of the NCPS strategy. It was not clear which NCPS indicator tracked the core element of neglect.

127 EQ-Impact 2
128 Such as reorienting support, reviewing and implementing approaches to addressing the emergencies such as the use of drones to identify the most challenged areas.
129 For other UNICEF subject areas such as Early Childhood Development, Nutrition, HIV and AIDS, WASH and the District Implementation Plans were developed for 27 districts.
The impact evaluation identified many data challenges, including but not limited, to lack of evaluation/monitoring design type thinking of the NCPS. Good impact evaluations should be designed at baseline. There was also a lack of clear outcomes of interest. In general, the evaluation revealed insufficient monitoring systems to be able to fully assess the impact.

The analysis is based on available sources, for instance Table 5 in Annex 9 presents the Relevant NCPS Indicators linked to National Statistical Office (NSO) indicators, which should provide some useful information for the assessment of the impact.

However, is to be noted that only the DHS could provide comparable data over the period of the NCPS. The MICS 2014 which has valuable data will not take place until at least 2019.

The main changes observed during the NCPS implementation period were:

- reduction in sexual violence (ages 15-19 data) and spousal violence
- increase in physical violence (ages 15-19 data)
- slight reduction of children in child labour
- increases in primary and secondary school attendance (possible proxy for neglect)
- decrease in HIV percentage rate for females 15-19, remained same for males

Population below 15 Years of Age and Relevant Child Protection Results Areas

To place the following information in context, a brief reference to the child population size is helpful. The National Statistical Office (2017) indicated that almost half (48%) of the population of Malawi was under the age of 15, which meant that if youth between 16 and 28 were included over half of the population is composed of children. This is a slight reduction from the 2010 Demographic and Health Survey (DHS)\(^\text{130}\), when 49% of the population was under the age of 15. However, the data shows that children are still a large part of the Malawi population and child protection programmes will remain key in the long-term.

Figure 7: Population below 15 Years of Age and Relevant Child Protection Results Areas

Physical violence
On a positive note, the percentage of women age 15-19 who have ever experienced sexual violence reduced from 17.8% in 2010 to 13.5% in 2016. Spousal violence reduced from 48% in 2010 to 42% in 2016. The most common type of spousal violence is emotional violence (30%), followed by physical violence (26%) and sexual violence (19%).

There has been an increase in the percentage of young married women (age 15-19) who have experienced physical violence since age 15 from 20.9% in 2010 to 23% in 2016. The percentage of young married women (age 15-19) who experienced physical violence “often or sometimes” in previous 12 months increased from 11.8% in 2010 to 13.1% in 2016.

Early marriages
The prevalence of early marriages has gone up nationally. This can be in part due to greater willingness to report it. The percentage of women who were 15-19 and already married in 2010 was 19.5%. This has increased to 21.5%, according to the DHS of 2016. Overall the percentage of young women, 15 to 19 who are currently married (those actually in marriage and those living in union as if married) has not changed between 2010 and 2016. It was at 23.4% in 2010 and is currently at 23.5%. It should be added that, according to the 2016 DHS, 47% of all women reported having been married before their 18th birthday. This information indicates the extent to which socio-cultural practices on child marriage are embedded in the society and the challenge this presents to child protection actors to address this issue.

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131 National Statistical Office, 2011
132 National Statistical Office, 2017
133 National Statistical Office, 2011
134 National Statistical Office, 2017
135 National Statistical Office, 2011
136 National Statistical Office, 2017
137 National Statistical Office, 2011
138 National Statistical Office, 2017
Core element of CP Strategy 1: Violence against women, with focus on domestic violence
The Percentage of women age 15-19 who have ever experienced sexual violence reduced from 17.8% in 2010\textsuperscript{139} to 13.5% in 2016.\textsuperscript{140} For men, the percentage that is currently married slightly increased from 2.2% in 2010 to 3.2% in 2016.\textsuperscript{141}

Core element of CP Strategy 3: Exploitation
MICS\textsuperscript{142} data processing which includes some data on child labour, began with data collection in December 2013 and was completed in May 2014. Please note that child labour in Malawi is often linked to child trafficking as children are moved to work on tobacco farms and in Commercial Sexual Exploitation of Children (CSEC).\textsuperscript{143} Two years later the National Child Labour Survey (25) was conducted.\textsuperscript{144} The age category covered is the same in both surveys. The percentage of children ages 5-17 years who are involved in child labour reduced from 39.3% (MICS data) to 38% (NCLS data).\textsuperscript{145} No other relevant child labour survey was conducted during the period.\textsuperscript{146} Of the 38%, 1,163,639 (20.9%) are in hazardous work\textsuperscript{147} while 17.1% (954,992) are in other forms of child labour.

Core element of CP Strategy 4: Neglect (Proxy: Status of orphans, school attendance)
There are no clearly defined indicators on neglect in the DHS. The DHS uses some proxies, i.e. state of orphans and school attendance\textsuperscript{148} which could allude to the neglect. That is, where children do not attend school, it is possible that they were not attending due to neglect, being in child labour, and/or poverty. The percentage of children under 18 who were double orphans\textsuperscript{149} remained the same from 2010, when it was also 12%.\textsuperscript{150} One in five (20%) is not living with either biological parent.\textsuperscript{151} The percentage of children under 18 who do not live with

\footnotesize{\textsuperscript{139}National Statistical Office, 2011 \textsuperscript{140}National Statistical Office, 2017 \textsuperscript{141}National Statistical Office, 2011; National Statistical Office 2017 \textsuperscript{142}National Statistical Office (2015) Malawi MDG Endline Survey 2014 (Part of the Global Multiple Indicator Cluster Survey Programme. Zomba, Malawi: National Statistical Office. \textsuperscript{143}CSEC is the acronym/term that the ILO uses in its documentation referring to such exploitation as one of the unconditional worst forms of child labour in the “ILO Worst Forms of Child Labour Convention, 1999 (No. 182)”. and which some agencies refer to as “Child Prostitution”. See ILO (2008) Commercial Sexual Exploitation of Children and adolescents. Geneva: ILO. \textsuperscript{144}Please note that the National Labour Force Survey that was conducted in 2012-2013 does not use the same age category (<15 years) for its definition of child labour so its data is not comparable to the MICS and the NCLS. \textsuperscript{145}As per the 2015 National Child Labour Survey (data from 2015) page 15, child labour is: “the engagement of children in prohibited work and, more generally, in types of work to be eliminated as socially and morally undesirable as guided by national legislation” \textsuperscript{146}An overall labour survey with limited child labour information was conducted in 2013. \textsuperscript{147}NCLS (2017) page 15 definition: “Hazardous child labour is “work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.” \textsuperscript{148}Children of school going age not attending school were considered as neglected \textsuperscript{149}Both parents have died \textsuperscript{150}National Statistical Office, 2011; National Statistical Office 2017 \textsuperscript{151}National Statistical Office 2017}
a biological parent has remained essentially the same, with a slight increase from 18% in 2010\textsuperscript{152} to 20% in 2016.\textsuperscript{153}

**School attendance**

The 2010 DHS collected information that allows the calculation of net attendance ratios (NARs) and gross attendance ratios (GARs).\textsuperscript{154} The NAR for primary school has increased from 91% in 2010 to 94% in 2016 meaning that more children of primary school going age groups (6-13) are attending school. Girls and boys of the primary and secondary school age are about equally likely to attend primary and secondary schools; 94% and 93% respectively for primary, 18% and 17% respectively for secondary school. In 2016, the gross attendance ratio (GAR) was 127% at the primary school level (from 152% in 2010) and 37% at the secondary school level (from 20% in 2010).

![Figure 8: School attendance in Malawi](image)

**Core element of CP Strategy 5: HIV and AIDS**

The percentage of young women and men (age 15 to 24) with comprehensive knowledge about HIV has remained essentially the same between 2010 and 2016; 42% versus 41% among young women and 45% versus 44% among men. Young women and men (age 15 to 24) in urban areas are more likely than their counterparts in rural areas to have comprehensive knowledge about HIV; 47% of young women and 54% of young men in urban areas have comprehensive knowledge about HIV compared with 40% of young women and 42% young men in rural areas.\textsuperscript{155} Overall, the percentage of young people age 15-24 who had sex by age 15 had decreased only slightly between 2000 and 2015-16 for both women (from 17% to 14%) and men (from 25% to 19%). DHS, 2016. Among persons between the ages 15-19 who were interviewed and tested, the percentage with HIV, was 2.7% (1% male and 4.2% female) in

\textsuperscript{152} National Statistical Office 2011
\textsuperscript{153} National Statistical Office 2017
\textsuperscript{154} The NAR for primary school is the percentage of the primary-school-age population (age 6-13) that is attending primary school. The GAR for primary school is the total number of primary school students, of any age, expressed as a percentage of the official primary-school-age population (the same applies for secondary school). A high GAR means that children of younger or older ages than the recommended age groups (6-13 for primary and 14-17 for secondary) are attending school, which overloads classes and affects quality of education and can lead to drop out of learners.
\textsuperscript{155} National Statistical Office, 2017
2010 which had remained the same at 1% for males and decreased to 3.3% for females in 2016.\textsuperscript{156}

\subsection*{4.5.2 Estimating Impact of UNICEF Support on Child Protection in 10 Districts}

Based on the triangulation of field work, quantitative data analysis and documentation, it can be concluded that the expected medium to long term impact of the NCPS is good, resources permitting. Given that a system is in place in the ten target districts, and at least to a moderate extent in the non-UNICEF districts visited, this is a good accomplishment. As several child protection experts pointed out and the Evaluation Team concurs, it often takes many years to develop and put a child protection system in place.\textsuperscript{157} It was thus notable that the main components of a child protection system and related activities were established and functioning to a basic degree where resources allowed. That said, determining exact quantitative impact and conducting district comparisons was quite difficult when the data and monitoring systems were not well aligned to measure changes. In addition, the amount and detail of the data down to district level was quite limited. It was thus not possible to ascertain variations\textsuperscript{158} between the different UNICEF districts.

As part of the evaluation, an assessment was, however, conducted of the impact of the NCPS in the delivery of services for children between UNICEF and non-UNICEF districts to the extent that it could be ascertained.\textsuperscript{159} The Difference in Difference (DiD) statistical methodology was applied to compares the situation at the beginning of a period between two particular groups (or categories) and again at the end. See Annex 9 for a detailed explanation of the methodology that was used.

Only two subjects showed a statistically significant difference between UNICEF and non-UNICEF supported districts for only two out of 10 indicators with a statistically significant confidence level of 95%:

1) the percentage of women who experienced violence (DiD=2.3%)
2) early marriages (young people age 15-19 years currently married or in union, DiD=0.7%),

see Table in Annex 9. This means that the changes observed in these two indicators for child protection can be attributed to UNICEF through its support to the 10 districts.

There was no evidence of difference between the UNICEF and non-UNICEF supported districts for the remainder of the indicators where data was available at around the NCPS inception and again at the end of the 2016, see table DiD Estimators for Child Protection Indicators in Annex 9 under Section Impact. This implies that any observable changes in these indicators could not necessarily be attributed to UNICEF. The negative difference indicated

\textsuperscript{156}National Statistical Office, 2011; National Statistical Office 2017. Note: the DHS of 2016 reports that 8.8% of women and men age 15-49 in Malawi are living with HIV. The HIV prevalence is higher among women than men (10.8% versus 6.4%)

\textsuperscript{157}Even in high income countries reviews show it is an on-going process. E.g. Schrader-McMillan, A; Barlow, J., Improving the Effectiveness of the Child Protection System – A review of Literature. Oxford: University of Oxford Department of Social Policy and Intervention.

\textsuperscript{158} EQ: Impact 3

\textsuperscript{159} EQ: Impact 4

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that there were other players who implemented interventions similar to UNICEF in the comparison districts.

When comparing UNICEF with non-UNICEF districts, the challenges were, at least in part because, where UNICEF was not providing in-depth support, other agencies were present. In fact, donors in Malawi regularly discuss in Technical Working Groups how they should attribute their support to districts in such a way that not all donors are focused in the same districts. It should be added that, even where support in some districts may not have been particularly oriented towards child protection, other types of support may also have an impact on child protection and influence the results. In the case of Water, Sanitation and Hygiene (WASH) support, for example, it is known that having safe and secure places for girls to use toilets helps decrease incidents of sexual abuse. Furthermore, the central level MoGSWCD has officers in all districts who could develop such aspects with their colleagues.

The interviews with stakeholders in the non-UNICEF districts of Ntcheu and Chikwawa revealed that there was interest in having a stronger UNICEF presence. Particularly District level Government level officers desired support for child protection systems and capacity strengthening as key areas needing more attention.

These findings agree with the qualitative findings of the evaluation in the same districts of Ntcheu and Chikwawa. Many examples of other development actors, including Government run programs, other donors, community-based/non-Governmental organizations and District Councils implementing child protection were given. In Ntcheu, for example, Winrock International has been working on child labour and DFID has funded work on Primary Justice through the Catholic Commission for Justice and Peace (CCJP). In Chikwawa examples included, the Centre for Alternatives for Victimised Women and Children160 which works as an alliance of several organisations; GOAL Malawi which had trained all of their staff, working on a range of development issues, on child protection and also had a helpline and the Red Cross which provided funds for the training of Child Protection Workers in one Traditional Authority. Further, Chikwawa had a WhatsApp child protection group of Government and other development workers that were communicating on arising issues. The District Social Welfare Officer coordinated the WhatsApp group.

Based on interviews and FGDs, the evaluation noted that overall awareness has increased. Concrete steps were bearing results with often strong local child protection committees and committed child protection workers though the exact extent needs to be assessed using a Knowledge, Attitudes and Practices or similar study.

4.6 Sustainability and Scalability

| Main Question Sustainability: To what extent were the systems and mechanisms instituted to implement the Strategy sustainable over time? |
| Summary of Responses: |

160 Including one project funded through the Netherlands NGO, SIMAVI.
• Sustainability of the NCPS was most notably visible in the development of the overall child protection system structure with all of its components. Strengthening case management approaches and coverage were key in this regard.
• Strengthened coordination and an increase in joint actions across agencies and thematic areas could help leverage systems strengthening initiatives for sustainability.
• Government allocations were critical to reduce donor dependence and ensure sustainability though still insufficient.

Main Question Scalability: To what extent can the strategy be replicated?

Summary of Responses:

• The development of the case management, capacity strengthening, district and community support and other components were key in this regard. Challenges were not so much with the system itself—though strong feedback loops were needed—as with the requirement to invest more resources and other measures to ensure it was well implemented and scaled up.

Regarding sustainability, the strength of the NCPS161 was most notably the development of the overall child protection system with all of its components. The development of the child protection systems approach and its case management, capacity strengthening and other components were key in this regard. As pointed out in the preceding sections, while much works remains to be done, the evaluation concluded that the child protection system was developed and was basically in place though to varying degrees. The issue was not so much with the system itself—though strong feedback loops were needed—as with the requirement to invest more resources to ensure it was strengthened and scaled up. Scaling up was likewise needed to all the other districts and their Traditional Authorities.

The Evaluation Team found that overall, district leadership assisted to sustain the results on child protection though they expressed fears that resources will never be sufficient to really address all of the child protection needs.162 In fact, the Evaluation Team was quite impressed with the level of commitment and effort of various social welfare, other district officers and police officials who tried to do their work despite very limited resources. Their on-going frustrations about the need for mobility support, support for internet and other technologies to collect and register data and further capacity strengthening were important in this regard. That is not to say that all child protection associated staff were equally committed and working to their utmost potential but most were making notable efforts. Nevertheless, as triangulated with other reviews163 there was still much need for further capacity strengthening, monitoring and follow-up support. (Also see Annex 9 for further details on capacity strengthening issues).

The fine-tuning and streamlining of the case management system and some of the other child protection systems processes would also contribute to the sustainability of the already undertaken efforts.

All of the components of the NCPS have potential for scaling up and/or replication as they have all, in some form, shown to be useful to addressing child protection issues in Malawi.164 Naturally new and additional strategies can be added to further improve child protection in Malawi. Again, continued adaption to changing country realities and increased child

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161 EQ-Sustainability 1
162 (EQ-Sustainability 6)
164 EQ-Scalability 1
participation are essential in this regard. As indicated in the Convention on the Rights of the Child, child participation is a right but experience also shows that it can be useful. Children are often well aware of the issues they face and of societal changes as the recent strong response to the youth led U-Report initiative. If supported to do so, they can and will provide useful inputs.

The remaining challenges of the systems instituted to implement the NCPS (and to be addressed in a new NCPS) are centred on the replication, adaptation and filling of the identified gaps. It should be noted that the evaluation Team does not pretend that its gap analysis was comprehensive. Rather, they highlighted some of the main gaps that were identified throughout the evaluation process in different parts of the report.

The degree to which child protection was integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, police, local Government) was discussed in Sub-Section 5.3 on Coordination. To the extent that integration with other sectors had occurred, such as in the area of Safe Schools and Birth Registration, it contributed to sustainability as partner Ministries work together with the Ministry of Gender, Children, Disability and Social Welfare (MoGCDSW) and supporting agencies on these issues. This was an aspect that, though important to the development of the child protection system so far, needed further coordination improvement and concrete joint activities to reach the objectives.

Strengthened coordination and an increase in joint actions across agencies and thematic areas could help leverage systems strengthening initiatives for sustainability. These could particularly be linked to the District Systems strengthening initiatives through a better mapping of “who does what” on child protection in Malawi. As earlier pointed out, there are many international and national entities working either directly or indirectly on child protection issues. There were instances, however, where there was confusion about “who was doing what”. There were also questions regarding whether agencies were really addressing the most pressing needs identified in the Child Protection District Implementation Plans.

As at the time of the evaluation, the Government’s allocations could not financially and programmatically sustain the established CP systems and their components into the future. As discussed in the Efficiency and other sections, the level of the resources that Government had been allocating was insufficient. The extent to which the Government could fully implement the child protection programming independently of donor support was unlikely for at least several years.

The partners that were critical for Government to partner with to ensure sustainability of child protection interventions in the future included the international donor community and the Government because of the on-going resource related issues. In practical terms, however

167 EQ-Sustainability 2
168 EQ-Effectiveness 4
169 EQ-Sustainability 3
170 Ministry of Education, Science and Technology; Ministry of Home Affairs and Internal Security
171 EQ-Sustainability 4
172 EQ-Sustainability 5
173 EQ-Sustainability 7
174 EQ-Sustainability 8, EQ-Scalability 2
there were no activities where either Government or agencies by themselves were better positioned to scale up and replicate child protection actions from the NCPS 2012-2018 period. Rather, it was collaboration that was the most important with individual partners contributing their own expertise in a coordinated manner.

The approaches that had been implemented as part of the NCPS all had potential for scaling up and/or replication. They provided tested means that fit well in a national child protection system. Naturally, adaptation, innovation and additional approaches can be added as part of a continual renewal and strengthening process.

As representatives of the Malawi people, the Government of Malawi had the most important say in how and who should have been involved to ensure child protection. The repeated note of national and district Government staff that the actions needed to come in response to the identified needs was clearly sounded throughout the evaluation. In other words, the contrary retro-active fitting of available programming to nationally and locally identified plans should have been avoided as much as possible. A combination of government and other agencies at national, regional and global levels was the ideal approach with clear description of roles and responsibilities of the participating agencies.

While learning from international good practices and lessons learned, planning for effectiveness, impact and sustainability should have been grounded in local realities and the carefully rooted development of suitable plans. The current approach to using Design Thinking as a methodology to better orient and design a new strategy and approaches to child protection and other initiatives was a worthwhile step.

4.7 Gender and Equity Responsiveness

Main Question: To what extent was the NCPS gender and equity responsive?

Summary of Results:

- The common view of evaluation interviewees and as triangulated with progress reports and research reviews was that the NCPS had pushed the country’s agenda on gender equality forward.
- The extent to which equity regarding the most vulnerable children was addressed in practice was variable and needs more attention in the future while maintaining a systems child protection based approach. Integration of a new NCPS with existing plans and strategies on vulnerable children would support this.

The common finding was that the NCPS had pushed the country’s agenda on gender equality forward. The NCPS supported a major paradigm shift of the NCPS going from a focus on OVC to all forms of vulnerability, including on gender. The NCPS mainstreamed gender and rights issues into the overall strategy including through statements such as, “building the capacity of training institutions to design, run, monitor and evaluate competency-based training...

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175 EQ-Scalability 2
177 EQ-Gender Equity 5 is discussed throughout the section.
that is both gender-sensitive and rights-based. The extent to which equity regarding the most vulnerable children was addressed in practice was variable. Children affected by HIV were considered in aspects such as the support to Community Based Child Care centres and indicators such as on the number of children on Antiretroviral medication (ARV). With regard to children with disabilities there was support for children with physical disabilities including albinism but less so for children with cognitive disabilities. A positive aspect of the NCPS was the fact that it included attention to violence against women and not just against children. This was important as when violence against women occurs, children could also be affected emotionally and physically.

The findings also revealed that the NCPS had contributed to some socially transformative changes, particularly in the sphere of encouraging girls to stay in school and attention to combatting child marriage, while much work remains to be done. As already indicated, child marriage rates continue to be high though awareness was now clear in the communities.

Both girls and boys were affected by all child protection related issues. Violence against women and girls was especially notable though boys were also affected. Child marriage affected more girls, reproductive rights of girls (but also boys), etc. Delivery of services was adapted according to the different gender related issues though certain aspects could have increased more focus on the special situation of boys.

The extent to which the resources allocated to implement the NCPS were gender responsive was difficult to ascertain due to lack of specific mention in the budget. While some concrete thematic areas—such as early marriage—may have affect girls more than boys, boys could also be affected. The recent assessment (2018) of national child protection allocations in the budget over the past six years provided some limited information to understand the issues in this area. Though child protection funding was channelled through what was labelled the “gender sector” this did not mean that all child protection funding was gender sensitive. Rather the “gender sector” carried this label because child protection falls under the Ministry of Gender, Children, Disability and Social Welfare and was also labelled as such under funding channelled through the National Local Government Finance Committee.

Given that it was difficult to determine the allocations to child protection overall, it was even more difficult to determine the specific allocations that could render the budget gender sensitive within child protection allocations. The only directly cited gender allocations of resources under the child protection budget analysis were for “Gender Mainstreaming” and “Gender Based Violence”. Though the amounts allocated to these subjects had increased proportionately compared to previous years, the proportion of the total allocated to directly cited gender issues was still small. The budget data allocations were unclear in the case of vulnerable children categories though some aspects, particularly on HIV related work could feasibly be attributed to spending on vulnerable children. In the case of other categories of

179 EQ-Gender Equity 2
180 EQ-Gender Equity 3
182 EQ-Gender Equity 3 continued
especially vulnerable children, such as the ultra-poor, children with disabilities and children in worst forms of child labour it was even more difficult to determine. The budget allocated separately in the area of social protection cash transfers were substantial but they did not directly form part of the NCPS.

The evaluation revealed that the focus of the NCPS on empowering existing community structures such as VSUs, CPCs, CCs and Mother Groups had impacted positively on strengthening support mechanisms to address violations of girls and women’s rights. Triangulation of data indicates that interviewees, Focus Groups and documentation all support this assessment. Likewise, though some types of vulnerable children still needed more emphasis in programming, services and interventions were also equity responsive. Several stakeholders pointed out that UNICEF’s support of Mother Groups had promoted girls’ education and their knowledge on reproductive health and HIV and AIDS. Similarly, facilitators of Children's Corners noted that children were more knowledgeable about their rights to education, protection from child marriage and were more aware of the risks of sexual abuse and exploitation.

UNICEF’s partnership with Government and child rights NGOs had positive impacts on combatting sexual violence against girls. The NGO Ujaama, for example, had promoted violence prevention by training girls in high impact self-defence lessons in schools with the aim of making girls more confident to avert sexual assault. They had included boys in the project to reduce negative sexual stereotypes that adolescent boys would have towards girls. Ujaama reported that the programme was a ‘powerful agent of change’. On a similar note, World Vision in Machinga commented on joint advocacy campaigns with UNICEF to promote gender equity. These included the End Child Marriage Campaign, Bring Back Girls to School Campaign and It Takes Malawi to End Child Marriage.

Malawi had achieved gender parity with respect to primary school enrolments which indicated an important shift in attitudes towards girls’ education. Several stakeholders revealed that local Chiefs had established by-laws to keep girls in schools and ensure that parents did not keep girls at home for household chores during school hours. These persons and community members indicated that child marriage and girls’ school attendance were importantly linked and thus merited attention under the heading of child protection. Several members of Community Child Protection Committees and teachers reported that they had sent a list of girls not attending school to local Chiefs.

The evaluation also revealed that despite these gains however, violence against women and girls was still rampant. Child marriage and early pregnancies continued to rob girls of an equal chance of a healthy, fulfilling life. Becoming child brides was curtailing girls’ education and making them more likely to die from childbirth and face domestic violence in their homes. Girls

183 EQ-Gender Equity 4
184 EQ-Gender Equity 4
185 Specifically, they expressed awareness that girls were married due to poverty (since care givers could not afford to keep the girls within the household) and then dropped drop out of school. Ensuring that girls can stay in school was seen as contributing to preventing child marriage.
met at a Children’s Corner, for example, commented on their fear of sexual abuse and rape: “We avoid walking alone to school and prefer to walk in groups. We feel safer this way”. They also reported that sometimes they had to miss school as they needed to work to support family livelihoods: “we make charcoal to sell in local markets, work in the rice fields or the family garden or we need to do a lot of household chores”.

Adolescent girls further faced numerous challenges in the area of reproductive rights. The general view of interviewees was that adolescent girls, particularly in rural areas, were still not sufficiently empowered to make sexual decisions about their lives and could not negotiate for safe sex. Some interviewees noted that during the NCPS implementation period the physical and sexual abuse of boys did not receive sufficient attention. This included comments from Government stakeholders as well as some from different international agencies. As one key interviewee pointed out for example, “this is a subject that is still largely problematic for us. We need to address this more.”

Reaching the Most Vulnerable and Socially Excluded Children

The NCPS systems building approach aimed to link up the key interventions for child protection and OVCs into a child protection system as a whole so as to reach a more diverse group of vulnerable children. The evaluation evidence suggests, however, that there had been some loss of focus on the most vulnerable children during the NCPS implementation period. The common view of interviewees and FGDs was that there was a risk that these socially excluded children are receiving inadequate and/or intermittent support. While community child protection workers and the various community level groups indicated instances of special attention to OVCs, they also noted that implementation of child protection in this regard was still too limited as per the needs.

The need for more coverage in child protection was notably the case for child protection actions relating to particularly vulnerable categories of children which stakeholders especially revealed as:

- Children with disabilities including children with albinism
- Children living and/or working on the street
- Children affected by worst forms of child labour—including especially children in Commercial Sexual Exploitation (CSEC)
- Children in emergency situations, including refugees
- Children affected by HIV

It is worth mentioning that the current National Plan of Action for Vulnerable Children covers relevant aspects for child protection. This includes enhancing access for OVCs to services such as education, health, nutrition and strengthening family and community capacity to protect and care for OVCs. However, there were several comments from key stakeholders that HIV was not sufficiently highlighted in the Strategy. They noted the need for the improvement of coordination between child protection and interventions for children affected. A new NCPS will need to consider and align with the existing National Plan of Action for Vulnerable children and other strategic documents and plans.

Stakeholders also frequently noted that the Government needed to capitalise on its existing child protection systems to strengthen the design of specific projects and responses to meet

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the needs of vulnerable children who might have been victims of violence and sexual abuse and exploitation. Key child protection actors amongst civil society highlighted the need for more awareness on CSEC especially in the travel and tourism industries and the exploitation of children online.

Stakeholders pointed out that additional prevention and response mechanisms were necessary to address VAC of particularly vulnerable groups. A need was identified for increased media campaigns to change cultural and social norms that support violence against vulnerable groups, especially children with albinism. The empowerment of communities to participate in the safeguarding of children with disabilities and children with albinism was also stressed, including in focus groups in communities.

It should be noted that not only the most vulnerable children need child protection. Violence against children affects all children, rich or poor, so interventions still needed to focus on children from all categories of society. It is also important to note that not only girls are affected by violence.

The evaluation revealed a broad consensus that highly vulnerable and socially excluded groups of children should be directly cited in a new National Child Protection Strategy even as the systems approach continues to be more solidly anchored throughout the country. While it is preferable to maintain the focus on the further development of the child protection systems approach, there needs to be clear reference to equity with specific citation of the most vulnerable groups. Even at community level, focus group members commonly commented\(^\text{188}\) that it was important to ensure that the neediest children—including the poorest who were most vulnerable to child marriage and child labour—be particularly targeted with support. Likewise, community groups often mentioned the need to ensure attention to children with disabilities with special attention to children with albinism.

Please note that details on specific aspects for consideration on especially vulnerable children are included in Annex 9

### 5 Conclusions, Good Practices and Lessons Learned

#### 5.1 Conclusions

This section presents conclusions based on the findings regarding the NCPS and its implementation. They are organized around the OECD/DAC evaluation criteria and additional key categories as identified in the Terms of Reference.

**Relevance and Design**

*Main Question:* To what extent has a relevant, realistic, strategic and clear approach to strengthen Child Protection in Malawi been established?

**Key conclusions**

- The NCPS was **highly relevant** to the national child protection context in Malawi. The NCPS has set out a **robust agenda** for strengthening the national child protection system.

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\(^{188}\) In at least 2/3 of the groups
Evaluation interviewees consistently cited the greater emphasis on a **systems approach** to child protection in Malawi as the **strongest aspect** of the NCPS.

**Embedding the case management method in the system** was seen as highly relevant.

The NCPS **addressed regional and global priorities** when it was conceived, in particular, on systems development and combatting child marriage.

Though the NCPS did not achieve all targets, this does not negate relevance since many of the challenges were related to inadequate availability of implementation resources. (Despite investments spread over 6 years and compared to the need were insufficient)

The **internal logic/coherence within and between each strategy/result could be improved** as it was not consistent across all results. The NCPS lacked stated risks and assumptions that could affect strategy implementation.

**Indicators were overly ambitious and missed definitions.** The evaluation assessed the indicators as ambitious compared to the available resources to achieve intended full coverage, type and qualitative depth of action.

The design needed to include a **comprehensive monitoring and evaluation system** covering all progress towards results (not only UNICEF), a baseline and endline survey and an evaluability assessment planned during an inception period.

The design further needed a detailed description of **costing mechanisms**.

### Effectiveness

**Main Question: To what extent has the approach and strategy to child protection been effective?**

**Key conclusions**

- The evaluation concluded that the NCPS formed the framework for a child protection system incorporating appropriate and relevant prevention and response services in a relatively **short time**. The **contribution analysis indicated that the basic child protection systems structure exist in the focus areas**. Nevertheless, there was a need to use a feedback loop across and between levels to improve the system at regular intervals, i.e. this was an important part of the systems approach that had not sufficiently been considered.

- The NCPS contributed to positive changes to child protection in Malawi in almost all areas. The evaluation concludes that at community level, it was however, the combination of different activities as opposed to one or a few activities that contributed to change.

- Many useful child protection approaches were developed and used across the thematic areas and were generally conceptually sound, well organised, and mostly well targeted. Nevertheless, **different approaches were implemented to highly varying degrees**, mostly due to lack of sufficient resources. Six of the 13 targets were achieved. Three targets were partially achieved. Two targets on violence remain inconclusive because the NCPS does not define which indicators of violence were a priority and should be tracked. Two targets were identified as not yet achieved: child labour and on number of communities adopting protective child protection practices.

- At district level the Child Protection **District Implementation Plans (DIP)** were noted to **have important priorities and appeared relatively well structured** and adapted for the local context though they were not consistently used as the basis for work in the districts.
• For **prevention**, the evaluation concluded that focus was on establishing and strengthening community structures for awareness raising and developing the capacity of local child protection gate keepers and other key community members.

• Regarding response, the **introduction of the case management approach** at the district level had improved vulnerable children’s access to multiple services through better referrals. Case management methods were generally well developed though required some streamlining, more training and resources to ensure that it was fully used as required. Full prosecution of cases was still hampered by practical and socio-cultural constraints. Victim protection and training on psycho-social aspects throughout the case management process we identified gaps. High levels of motivation to work on child protection issues were noted at different levels189 with an especially commendable level of commitment in many communities. This is one of Malawi’s outstanding areas that should be leveraged and supported in forthcoming child protection strategies.

• The evaluation concluded that there is a need to **increase investment in birth registration services** to ensure that all children born in Malawi have their births registered and receive a birth certificate. Simultaneously, allocating ID numbers to all children is essential as they can be used to identify and track a case while the child is protected anonymously using their ID number.

• Though several coordinating bodies existed before the NCPS, the influence of the NCPS in this regard was visible in the functioning of the coordination and implementation bodies working on various policies and legal instruments. **Coordination still needed improvement for increased effectiveness, impact and efficiency.** A need for a single body to coordinate children’s issues was identified. Increases were also needed in joint implementation and M&E across thematic areas and different types of agencies. Coordination processes in place to respond to the particular child protection vulnerability of children during floods, droughts and other disasters were limited.

• The **strengthening of the enabling environment** in terms of legal, policy and planning frameworks and capacity strengthening were areas where the NCPS had strong results. Malawi’s legal and policy framework for children was found to be fairly comprehensive though challenges persisted with operationalization on the ground. Capacity strengthening had been quite effective so far though it needed much scaling up, monitoring and follow up. The broad range of capacity strengthening stakeholders and types of learning was considered useful and well targeted.

• An analysis of the contribution of different entities to results on child protection was conducted in a workshop that key stakeholders attended. The combination of Government and UNICEF was the most important in terms of achieving effectiveness. This was followed by UNICEF and Government separately. Other agencies were independently credited with almost one fifth of the results.

**Efficiency**

*Main Question: To what extent were the operational mechanisms and capacities efficient at district and country levels?*

**Key conclusions**

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189 National level, district, traditional authority and community level.
• The NCPS was generally implemented efficiently with the available resources. They were well allocated and implementing staff and volunteers maximised the way that they could use the resources.

• The efficiency and quality of monitoring were not strong, however. While the Government, donors and implementing agencies did monitor the work at district and community level, this was done to varying degrees and frequency. Monitoring was mostly done through field visits and review of progress reports. The evaluation noted that community level monitoring of activities and case management was particularly challenging, this was largely because of insufficient resources for field visits. Technical data collection, entry and processing were limited as a result.

The evaluation found that the collection of data and analysis of data sets into an overall Child Protection Information Management System needed to be more harmonised. There is also a need for consistent and comprehensive data entry and its use in all districts in Malawi so it can be reliable and robust.

Impact

Main Question: To what extent has the Strategy contributed to the reduction (or lack thereof) in child abuse, neglect, exploitation and violence?

Key conclusions
• The evaluation concluded that the expected medium to long term impact of the NCPS were sufficiently achieved, resources permitting.

• Statistical data analysis to determine impact was limited by the quality and frequency of data sources. More and better data was needed in a future NCPS.

• A comparative analysis with available data was only able to show statistical impact in two areas: reduction in violence against women and early marriages in UNICEF supported districts. It was not possible to ascertain variations between the different UNICEF districts, mostly due to challenges regarding the quality of indicators, and the type and frequency of data collected.

• The evaluation found that overall awareness has increased. Concrete steps were starting to bear results with often strong local child protection committees and committed child protection workers though the extent of behaviour change needs further assessment.

• The NCPS did have an impact on coordination though (as stated) this tended to be more focused on planning and information exchange and less on synergistic joint activities and adapting the system.

Sustainability

Main Question Sustainability: To what extent are the systems and mechanisms instituted to implement the Strategy sustainable over time?

Key conclusions
• Sustainability of the NCPS was most notably visible in the development of the overall child protection system with all its components. The development of the case management, capacity strengthening, district and community support and other components were key in this regard. Challenges were not so much with the system itself—
though strong feedback loops were needed—as with the requirement to invest more resources to ensure it was well implemented and scaled up.

- To the extent that integration with other sectors had occurred it contributed to sustainability. This was an aspect that needed further coordination improvement and concrete joint activities to reach the objectives.

- The Government’s allocations could not financially and programmatically sustain the established CP systems and their components into the future.

**Scalability**

**Main Question Scalability: To what extent can the strategy be replicated?**

**Key conclusions**

- The approaches that were implemented as part of the NCPS have the potential for scaling up and/or replication. They provided tested means that fit well in a national child protection system. Naturally, adaptation, innovation and additional approaches can be added as part of a continual renewal and strengthening process.

- There were no activities where either Government or agencies by themselves were better positioned to scale up and replicate child protection actions from the NCPS 2012-2018 period. Rather, it was the collaboration that was the most important, with individual agencies contributing their own expertise in a coordinated manner.

**Gender and equity**

**Main Question: To what extent was the NCPS gender and equity responsive?**

**Key conclusions**

- The evaluation concluded that the NCPS had pushed the country’s agenda on gender equality forward. The specific issues concerning boys needed more attention, especially regarding violence, given that gender was not only an issue that concerns girls. There was, nevertheless, a lack of specific mention of gender allocations in the budgets.

- The extent to which equity regarding the most vulnerable children was addressed in practice was variable and needed more attention in the future while maintaining a systems child protection based approach. Integration of a new NCPS with existing plans and strategies on vulnerable children would support this.
5.2 Good Practices and Lessons Learned

Good Practices

The NCPS had mostly focused on adapting and using tested methodologies. Good practices of this kind included the child protection systems building, the Children's Corners, the Community Based Child Care, Journey of Life, diversion in cases of children in conflict with the law and others. Some innovative activities were just being tried and tested such as the digital technologies for monitoring and the use of drones. UNICEF piloted the use of drones to assess the damage of the floods. Data from such imagery has the potential to provide valuable information on reaching children who, in addition to being affected directly by the emergency, can be especially vulnerable to abuse and exploitation in such situations. Two good practices that met the criteria set out in the Evaluation Inception Report and discussed in the validation workshop have been selected for specific inclusion. The details of these good practices are included in Annex 9.

Good Practice 1 - Malawian girls learning self defence against violence and sexual abuse

UNICEF funded this initiative through the Safe Schools programme. The NGO Ujaama sent self-defence trainers into selected schools to teach school children how to defend themselves. Ujaama stated that, through this programme, they put the power into the children's hands and support them through self-defence and awareness classes. The self-defence lessons helped girls protect themselves but also included boys who may themselves be perpetrators as well as victims of violence. Details on this good practice are available in Annex 9.

Good Practice 2 - Diversion and training support approaches with children in conflict with the law

Several good programs supported children in conflict with the law with diversion. One particular good practice supported diversion for children in conflict with the law but also training in life, vocational and entrepreneurship skills in 4 prisons in Malawi. At the time the good practice was implemented there were still underage children in the four prisons where it was carried out. Currently there are few, if any, children in prisons as the laws sending children to reform centres or placing them in diversion are being implemented. The program was aligned with the Government Child Justice Programme and took 10 weeks. Results indicated that 90% of the over 200 graduates did not reoffend. Currently some parts of the programme are being implemented in Mpemba and Chilwa Reform Centres and with home visits to the households of affected children. Adapting and replicating the programme in more Reform Centres would be beneficial to children in conflict with the law and their families.

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190 2016 Malawi CO Report and 2017 Malawi CO Report:
191 “Diversion can be defined as the channelling of young people from the criminal justice system into programmes that make them accountable for their actions.” UNICEF (undated), Malawi Fact Sheet: Diversion of Children in Conflict with the Law. Lilongwe: UNICEF Page 1.
Lessons Learned

- A well-defined Theory of Change (TOC) with an evaluability assessment and adequate data collection planning prior to launching a future strategy was needed to ensure evaluability of results. Without having a fully participatory and well vetted ToC, it was difficult to ensure proper linkages between all pathway components. Having identified accurate assumptions and risks also contributes to a good orientation of the pathways to change and the achievement of the overall development goal. These factors helped support the implementation of the evaluation. Conducting an evaluability assessment at inception as opposed to at the end of a program was helpful as a post-implementation assessment could not predict all the possible challenges that would have been faced during the evaluation period. An evaluation inception period tended to be short and the evaluators were not yet fully familiar with the materials.

- Having indicators that were difficult to link and compare to actual results over time was challenging. Ensuring that indicators are coherent with horizontal and vertical linkages needs to be carefully considered.

- The lack of costing and appropriate allocation of resources to the NCPS resulted in an ambitious plan that was not as realistic as could have been the case. It was thus essential to ensure that a strategy and/or plan included appropriate costing and as many commitments as possible to fund activities over the course of the strategy. Though some resources may have been unpredictable, others such as Government inputs, could have been more clearly attributed.

- Coordination of planning and implementation needed to be more integrated and focused on creating joint synergistic actions across agencies and thematic areas to be fully effective to address child protection. Where this was not the case, planning would have been good and exchange of information on the activities of various implementers adequate. Efficiency and effectiveness could have been compromised, however. Working together to maximise the strengths of the respective implementers in joint activities was thus desirable.

- All child protection systems needed to have a feedback loop to use incoming information in a well-planned manner. Where a feedback loop to use information gathered on implementation was missing it was not possible for systems to change and respond to realities in a timely manner. The way feedback was organised needed to be designed and included in the systems structure.

- Within a systems approach, focus on the most vulnerable children still needs attention to ensure that their particular needs are addressed in the future while also maintaining a systems child protection-based approach.

6 Recommendations

The recommendations are based on several sources:
- Findings and conclusions of the evaluation field work including from specific questions on potential recommendations from stakeholders in interviews and focus groups.
- Review of documentation of all kinds, including the recommendations suggested in many of the documents.
- Suggested recommendations from group discussions during a contribution analysis workshop after participants' identification of key successes and challenges.
- Consideration of comments on suggested recommendations in Draft 1 of the report
- Feedback from a validation workshop that key stakeholders from Government, UNICEF, NGOs and other agencies attended.

The feedback from the key stakeholders was considered in the final report. Note that the validation workshop supported the recommendations and suggested a few additional points. These have been accepted and incorporated as sub-sections of the main recommendations.

It must be noted that the recommendations are not stand-alone but are inter-linked and should be implemented as such. In addition, given the complexity of the evaluation object, it is to be noted that recommendations are not always neatly referred to a specific conclusion or evaluation criteria but they can be implemented under different criteria. The Table below illustrates the coverage of the recommendations across criteria.

Table 3: Recommendations links with evaluation criteria

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**Evaluation Criteria: Relevance**

1) Design a child protection strategy and results-based NCPS framework with indicators that can be objectively measured through a robust monitoring and evaluation framework. The new NCPS should be developed in a participatory and user-centred manner. This can include consideration of the following:

- Use Design Thinking methodologies at various levels for the participatory development of the new NCPS including the voice of children.
- Ensure clear, feasible and internally coherent well-defined indicators that are developed in a participatory manner and draw from the strategy’s theory of change. Review and adapt where appropriate newer more operationalised indicators on child protection that are being developed and tested in other countries. Include risks and assumptions.
- Include representative key performance indicators that can be used to measure progress accurately and cumulatively. During implementation, continue to report on all areas where changes occur and include areas where there are no changes leaving them blank to indicate to observers that this subject is still in consideration towards the cumulative end results reporting. Monitoring and evaluation narrative can provide explanations of changes.
- Ensure a national monitoring and evaluation system covering all progress to results, not only those supported by UNICEF.
- Develop at inception, an evaluability and impact evaluation design that has been agreed upon in the NCPS monitoring and evaluation framework
- Conduct a baseline study and plan end line study for programme districts and comparison districts, as appropriate. National level surveys (DHS, MICS) should just be for reference as they are insufficiently specific to fully assess the target results.
- Allocate sufficient resources, based on informed choices and experience with impact evaluation, which are available within the UNICEF Office of Research Innocenti.¹⁹²

**Priority: very high**; **Key responsible entities: Government, UNICEF, key development partners**

¹⁹² See https://www.unicef-irc.org/
2) **Ensure in next NCPS the realistic costing and detailed description of roles and responsibilities.** This should include substantial increases in public expenditure on child protection to reduce donor reliance. Ensure clear and detailed description of roles and responsibilities of NCPS implementers and monitors. Ensure during implementation that funding is regularly and consistently provided in accordance with commitments.

*Priority: very high; Key responsible entities: Government, UNICEF, key development partners*

3) **Consider in the development of the new NCPS special attention to vulnerable children as related to existing strategies, policies and frameworks such as the National Plan of Action for Vulnerable Children, the Adolescent Girls and Young Women’s Strategy, National Strategy for Ending Child Marriage and other relevant strategies.**

- Ensure harmonisation between other relevant plans and strategies to create a greater and more effective result.
- Include explicit attention to issues surrounding especially vulnerable children such as:
  - Children with disabilities including children with albinism
  - Children living and/or working on the street
  - Children affected by worst forms of child labour—including especially children in Commercial Sexual Exploitation (CSEC) and those who are trafficked
  - Children in emergency situations, including migrants and refugees.

*Priority: high; Key responsible entities: new NCPS designers and stakeholders*

**Evaluation Criteria: Effectiveness, Efficiency**

4) **Ensure clearly designed and implemented coordination mechanisms for the implementation of the new NCPS.** Aspects to consider include:

- Encourage Government and donors to use the NCPS and District Implementation Plans (DIP) to source areas of child protection focus/intervention instead of only cross checking with the national strategy—or District Development Plans—to determine if an intervention might be aligned with the NCPS. Place the needs and planning identified in the NCPS at the forefront of approval of new child protection investments.
- Ensure that coordination mechanisms are less fragmented, preferably through a National Children’s Commission. Government, non-governmental agencies including Faith Based, private sector should be included with international agencies providing technical support.
- Implement more joint synergistic activities across ministries, thematic areas, and types of agencies.
- Go beyond information sharing and planning during meetings of all relevant child protection committees, commissions, and technical working groups. To ensure the good planning and implementation of child protection initiatives, establish a vibrant interactive coordination system. This should be implemented at all levels to strengthen mutual support mechanisms and jointly find solutions to child protection issues.
- Ensure that participants’ responsibilities are clarified regarding preparation for meetings, assigning the same attendees as consistently as possible and ensuring the sharing of information from meetings with colleagues.

*Priority: very high; Key responsible entities: Government, UNICEF, key development partners*

**Evaluation Criteria: Effectiveness, Efficiency, Impact, Sustainability, Scalability**
5) **Establish solid and consistent case management systems with a special focus on guidance and monitoring of community and district level implementers.**
- Scale up and continuously improve the case management system in accordance with feedback from practical experience with implementation.
- Ensure that adequate resources are allocated for field level monitoring and guidance and case management.
- Ensure linkages of Children’s Corners and Youth Clubs to the case management system taking into consideration that facilitators and group members also identify cases where children need protection. In peer settings, children may be more likely to share their problems and be more willing to accept support.
- Ensure that monitoring and appropriate feedback to development staff and community child protection workers and volunteers are used to guide and motivate them. Acknowledge their interest and need for recognition. Ensure that community child protection workers are all officially recognised and receive the same stipend as those already officially covered.  
  *Priority: high; Key responsible entities: Government, UNICEF*

6) **Place high focus on scaling up child protection system to new localities and sharing good practices and lessons learned.** Note that it is the combination of child protection actions in communities as opposed to a single approach that is important. Extend the child protection system to more districts and localities within districts that have not yet been adequately covered. Continue current approaches to child protection systems building but associate existing relatively well functioning (model) districts to strengthen and further develop child protection systems in other districts. Within districts, promote exchanges between Traditional Authorities and link to guidance and monitoring. Use data from the planned evaluation of the District Implementation Plan to identify specific district details on good practices, lessons learned for sharing, adapting, and replicating.  
  *Priority: high; Key responsible entities: Government, donors, implementing partners*

7) **Promote awareness raising with strong focus on behaviour change.** Provide especially strong impetus to existing awareness raising methods and particularly build on informal communications systems and supportive local socio-cultural practices.  
  *Priority: very high; Key responsible entities: Government, donors, implementing partners*

8) **Continue capacity strengthening of the child protection workforce at national and local levels including communities as planned.** Ensure that capacity needs analysis is continually conducted so that it is appropriately provided. Ensure post-education/training follow up is provided for effective implementation of what was learned. Obtain feedback from learners about implementation challenges of learnings and use feedback into improving capacity strengthening.  
  *Priority: high; Key responsible entities: Government, academe/formal/non-formal education and training providers, informal local and peer trainers, implementing partners, private sector contributions through corporate social responsibility*

9) **Continue and strengthen current district and community-based activities particularly Children’s Corners and Safe Schools initiatives.** Continue and provide resources in accordance with locally identified needs—including through innovative financial resourcing methods such as through cloud based social media fund raising mechanisms—for district and community-based child protection activities.  
  *Priority: high; Key responsible entities: Government, UNICEF and all development partners*

10) **Further develop the case management system and as a national cause to be championed for the sake of the protection of children.**

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193 See for examples GlobalGiving and [https://milaap.org/](https://milaap.org/) though there are many more.
• Scale up the branding of child protection services and the associated case management system as a cause in the interest of children, families, and the nation.
• Ensure adequate victim protection and continue awareness raising on the rights of victims to justice regarding their case.
• Ensure that, as practical implementation of Recommendation 3, the case management system considers the special needs and circumstances of highly vulnerable children (including children with disabilities, who live and/or work in the street, children in worst forms of child labour including those trafficked, children in emergencies and refugees, children affected by HIV). That is, noting that such children many need different responses and follow up than other children.
• Consider embedding automatic linkages to needed information in the digitised case management system. When specific characteristics of a case are entered into the digital system, this could automatically trigger the provision of information and guidance regarding appropriate service provision and locations for that particular case. 
  
  **Priority: high; Key responsible entities: Government, UNICEF and all development partners, representative champions and ambassadors for the cause of child protection.**

11) **Prioritise the enhancement of the birth registration system with unique ID numbers to strengthen child protection service provision and case management.**

Increase investment in birth registration services to ensure that all children born in Malawi have their births registered and receive a birth certificate. Invest in harmonising the birth registration system with use of ID numbers for all children. ID numbers can be used to identify and track a case while the child is protected anonymously using their ID number in abuse cases.

  
  **Priority: high; Key responsible entities: Government and supporting development partners.**

12) **Ensure adequate use of feedback and data as a driver for change to continuously strengthen child protection and its systematic approach.**

• Use feedback from experiences and national data to ensure that the new NCPS strategy adapts to emerging needs and identifies and learns from practical experiences using both quantitative and qualitative measures. This helps ensure that it is a living document. Indicators and results can be adapted as determined necessary. Verify on-going evaluability of results in case of any substantial changes. Conduct at least annual reviews of the new NCPS to reflect on its on-going relevance and responses.

• Ensure feedback loops are also designed and implemented at each horizontal sub-national level (within community, Traditional Authority, District) to maximise using experience to inform actions as well as vertically sending information up and down between levels.

  
  **Priority: very high; Key responsible entities: Government, UNICEF**

13) **Strengthen and ensure the overall CPIMS is harmonised with and across existing child protection related data bases, is adequately funded, has good integration of case management systems and is operational in all localities.** Ensure that a thorough critical review of CPIMS challenges is conducted together with the identification of actions to address the challenges.

  
  **Priority: high; Key responsible entities: Government, UNICEF**
1. BACKGROUND

A key component towards the protection of children is the development and strengthening of a system that protects children from violence, abuse, exploitation and neglect. In 2012, the Government of Malawi (GoM) with support from UNICEF adopted a five year National Child Protection Strategy (2012-2016) as a key national policy strategy for reducing violence, abuse, exploitation, neglect and the impact of HIV on children in Malawi. Since then, the GoM through its partners has worked diligently to create an enabling environment for children through the implementation of the Strategy at national and district levels. The process also included strengthening coordination mechanisms to provide the overall coordination mechanism required for the System. This entailed ensuring a strong representation from government and civil society to avoid duplication, ensure harmonization and enhance leveraging of resources for positive outcomes for children.

The Strategy overall was expected to improve the quality and delivery of services for children, especially the most vulnerable at all levels. The Strategy was also intended to respond to the recommendations from the ‘Vulnerability and Child Protection in the Face of HIV in Malawi’ report (2011) which noted the situation for many Malawian children as being dire with one in six children being vulnerable to violence, abuse, exploitation and neglect, and at risk to and from HIV and AIDS. The report further indicated that violence does not only affect children as individuals, but it also contributes to the impoverishment of communities and the entire nation and was a threat to global development and the efforts to reach the Millennium Development Goals (MDG), the Malawi Growth and Development Strategy (MGDS) II and the United Nations Development Assistance Framework UNDAF (2012-2016).

The strategy was intended to achieve the results for children as presented in the framework below:

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The Child Protection Strategy comprised of six key strategic actions which were:

- Institutionalizing coordination for results
- Fast tracking implementation of legal & regulatory frameworks
- Fortifying the child protection sector (human resources, infrastructure and financing)
- Improving quality, expanding scope & coverage of protection services
- Taking to scale case management, early identification & referral frameworks
- Building accountability mechanisms & the Information Management Systems

Since the adoption of the Strategy, the GoM has made significant investments in the prevention and response to violence, abuse, exploitation and neglect of children. At the policy level these include: scaling up the implementation of the Child Care, Protection and Justice Act; the development and implementation of the national case management framework; assessment of the district council's capacity to lead and coordinate the implementation of child protection policies and strategies; the Violence Against Children (VACS) study was completed in 2013 and launched in 2015 which gave a better understanding of the issues, the development of the National Response Plan; the mapping of district service providers in 2015; implementation of the National Child Justice Strategy; the enactment of the Trafficking in Persons Act in 2015; the enactment of the Marriage, Divorce and Family Relations Act in 2015; the National Plan of Action for Vulnerable Children (2015-2019); the Malawi Police Child Protection Policy; Child Protection District Implementation Plans (DIPs); integrating Child Protection into the Health Sector response through inclusion of violence prevention and response in the Non Communicable Disease Strategy; developing the National Civil Registration Strategic Plan and Communication Strategy (2013-18) and Annual Performance Plan and implementation of the Joint Sector Strategic Plan (JSSP) for Gender, Children, Youth and Sports and its accompanying District Coordination Guidelines which provide a framework for implementation and resourcing amongst others.

At the district service delivery level, there remain challenges that cut across various sectors. A joint study for the Ministry of Local Government and Concern Universal identified these as the non-functional nature of key institutions meant to drive the decentralisation process; resistance to change, staffing problems at the district and sub-district levels, limited discretionary and donor funding to finance the district development plans, limited capacity of sub-district structures, weak M&E systems and practices, dwindling knowledge and awareness of decentralisation among sectors, district staff and political leaders, limited dialogue on decentralisation and limited downward accountability. These problems taken together have curtailed the potential of the decentralisation process to institute district councils as integrated units at the local level, with substantial capacity to deliver services effectively.

The next step is the evaluation of the implementation of the Strategy at district and national levels to assess its impact whether intended or unintended and how the strategy influenced the results for children. The evaluation will also seek to determine the extent to which the Strategy has been effective and sustainable. The timing of this evaluation comes at a critical time, not only in national planning processes (including the development of the MGDS III, the UNDAF and UNICEF’s own Country Programme Document), but also at a time of renewed political commitment to address violence against girls and boys with UN Member States having agreed to support 2030 SDG Goals, targets and indicators.

### 2. EVALUATION PURPOSE

The main purpose of this evaluation is to assess how implementation of the Strategy has influenced the outcomes for children (effectiveness) and its impact in reducing violence, abuse, exploitation,

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196 Goals 16, 5 and 4 link expressly to the issue of violence.
neglect and the impact of HIV on children and women in Malawi. The evaluation will also cover the remaining UNEG/OECD-DAC evaluation criteria (efficiency, relevance and sustainability) as well as gender and equity dimensions. The Strategy was intended to achieve certain intended results within five years. Given the implementation period has expired and in light of the global and national developments highlighted above, it is important to know if the investments made achieved the intended results including improvements in the capacity and performance of the child protection system, especially in the 10 districts targeted by UNICEF with financial and technical investments designed to improve coordination, service delivery and monitoring and evaluation systems. The 10 target districts were Mzimba, Nkhotakha and Mzuzu in the Northern region; Lilongwe, Mchinji and Dedza in the Central region and Blantyre, Machinga, Mangochi and Zomba in the Southern region.

3. OBJECTIVES

The main objectives of the evaluation study are to:

a) Document the results achieved for children and women through the agreed work plans between GoM, UNICEF and partners to implement the Strategy
b) Assess the relevance, effectiveness, efficiency, sustainability, and impact (both intended and unintended) of the Strategy in achieving the intended goal
c) Assess the effectiveness and coherence of the coordination mechanisms and partnerships that were instituted to implement the Strategy
d) Identify what worked well and what did not and draw lessons for future programming and national policy and strategy development

This evaluation is summative as it takes stock of the implementation of the Child Protection Strategy over the last five years. It is also forward looking providing the evidence to inform the redesign of the next strategies, including UNICEF’s CPD - thus in this sense formative.

4. EVALUATION SCOPE

The evaluation period will constitute four months and the institution is expected to produce an inception report within the first three weeks of the assignment.

The evaluation will look at the initiatives by the GoM, UNICEF, development partners and others civil society organizations in line with the child protection system deliverables as outlined in the Child Protection Strategy. The evaluation results will be attributed beyond the 10 UNICEF focus districts as this was a national Strategy, however specific attention will be paid to UNICEF targeted districts and supported interventions.

While the period of the Strategy has now ended, programming continues and the evaluation comes at a critical time in national planning processes including the development of the MGDS III, the UNDAF and UNICEF’s own Country Programme Document.

5. LIMITATIONS

The consultant will need to take into consideration and provide workable solutions to the following challenges and possible limitation of the evaluation:

- Baseline and midline data is collected only on beneficiaries. The consultant will need to propose a way to construct a comparison group and devise ways to make up for lack of data on non-beneficiaries.

6. EVALUATION CRITERIA
The evaluation will cover the 5 main OECD/DAC criteria which are Relevance, Effectiveness, Efficiency, Impact and Sustainability. Issues of Gender will also be taken into consideration.

7. EVALUATION QUESTIONS
The evaluation will document the best practices, bottlenecks and achievements. Specifically the evaluation will respond to the following questions:

a) Relevance
- Was the design of the Strategy the most appropriate and relevant to prevent and respond to violence, abuse, exploitation, neglect and impact of HIV and AIDS?
- Was the definition of child protection in the Strategy clearly defined to inform programming?
- Was the objective of improving national efforts to reduce violence, abuse, exploitation, neglect and the impact of HIV on children by establishing an operational National Child Protection System achieved?
- Were the strategies outlined in the document implemented? If yes, to what extent were these strategies implemented?
- How responsive was the Strategy to emerging global, regional and national priorities over time?
- Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the relevance of any future national strategy on child protection?
- How did the Strategy influence coordination and implementation of the various polices and legal instruments on children across sectors?
- How could this be improved in any future national strategy on child protection?

b) Effectiveness
- Have the objectives of the Strategy been achieved based on the original design and what gaps remain, if any?
- How inclusive and gender responsive were the services and programme interventions in the Strategy?
- What were the contributions of UNICEF, government, development partners, NGOs, academia and the private sector in the implementation of the Strategy?
- How was the Strategy adapted by districts to effectively support its implementation at district and community levels?
- How did the Strategy address equity issues affecting children?
- How effective were district systems strengthening initiatives for child protection, how were these monitored, and to what extent did district leadership assist to sustain the results?
- Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the effectiveness of any future national strategy on child protection?

c) Efficiency
- What components of the Strategy were achieved or delivered with best value for money (?) and in what specific ways?
- Was the Strategy implemented on time? Were timelines of the results achieved?
- Could the same results have been achieved at a lower cost or could better results have been achieved with the same cost by using different instruments, partnerships, or approaches?
- Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the efficiency of any future national strategy on child protection?

d) Impact
- To what extent has the Strategy contributed to the reduction (or lack thereof) in child abuse, neglect, exploitation and violence?
- What are the intended and unintended impacts from the Strategy? If any unintended results, how did these come about?
- Have there been variations by district? If any, what are they and what lessons can be drawn for future programming?
- What has been the impact of the Strategy in the performance of the districts in the delivery of services for children?
• What if any, has been the impact of the coordination mechanisms that were set to implement the Strategy?
• Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the impact of any future national strategy on child protection?

e) Sustainability
• How strong were the systems instituted to implement the Strategy and how sustainable are they?
• What lessons can be drawn from the implementation of the Strategy related to sustainability that can be used for future programming?
• Which partners are critical for government to partner with to ensure sustainability of child protection interventions beyond this Strategy?
• Do the programmes instituted during the 5 years have the capacity to sustain themselves in financial and programmatic terms and can these be sustained by government?
• How integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, Police, local government etc) were the programmes that were in place to implement the Strategy to ensure sustainability?
• What systems strengthening initiatives are already in place that could be leveraged and how can these be linked to the District Systems Strengthening initiatives for sustainability?
• Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the sustainability of interventions under any future national strategy on child protection?

f) Scalability
• What components of the Strategy have potential for scaling and/ or replication? Why and how?
• Which components can be better scaled up/ replicated by government partners only, other agencies only and both government and other agencies at national, regional and global levels?

g) Gender
• How did the strategy address gender and equity issues?
• What specific gender issues affected the delivery of results for boys and girls?
• How gender responsive were the resources allocated to implement the strategy?
• What lessons can be drawn to inform future programming?

8. METHODOLOGY

In order to answer the relevant questions, the evaluation should employ a mixed methods approach (i.e. quantitative and qualitative methods). The consultant is expected to develop an evaluation matrix with details of data sources for each of the evaluation questions as an annex to the technical proposal. A template of the evaluation matrix is attached as Annex A. Data collection and analysis methods should be selected based on their appropriateness to answer the key evaluation questions and based on what is realistic in the timeframe and the resources available. A methodology that can clearly attribute impact to the program outcomes needs to be considered. The evaluation is expected to be gender responsive and explore issues of gender equality through the questions chosen and methods used. Given the absence of a dedicated/primary baseline assessment on comparison group, the consultant will endeavor to seek ways to reconstruct baseline information from secondary sources, including but not limited to datasets from the DHS (2004; 2010) VACS (2013) and MICS national survey programmes or propose alternative but viable methods. In addition, a dedicated representative survey could be proposed to determine the status of key indicators for both UNICEF programme and non-programme districts. The proposed approaches should be able to establish causality to the extent possible and plausible attribution of results to strategy. The programme and comparison beneficiaries/communities should be identified using an appropriate methodology. A quasi-experimental approach could be explored (considering non-random assignment of the beneficiary communities to the programme). Should a counterfactual approach to this evaluation not be feasible,
the evaluation design may consider an appropriate approach such as employing the INUS\textsuperscript{197} type causality.

The methodology will be further refined as informed by an evaluability assessment to be carried out during the inception phase.

The approach and methodology should include, but not limited to, the following:

1. A quasi-experimental or an equivalently valid approach including contribution and cost-effectiveness analyses.
2. A quality assurance plan for all data collection processes, analysis and training of field staff, as relevant.
3. A data triangulation plan taking stock of all relevant data sources available as identified during the evaluability assessment;
4. Development of data collection instruments: questionnaires for the household and community surveys, as relevant. Both the quantitative and qualitative questionnaires will be pre tested and revised accordingly.
5. A data analysis plan, in which the procedures related to the data to be analysed under the evaluation design and sampling plan will be described and detailed. The data analysis plan is integral part of the evaluation plan.
6. An evaluability assessment with a refined evaluation matrix

It is expected that the evaluation design will articulate in the technical proposal how it will successfully address reliability and validity concerns (construct, external and internal validity).

Against this back-drop, the evaluation will employ the following mixed methods:

A. Review of relevant documentation, including country programme documents and sector policies and strategies and analysis of secondary data;
   - Programme documents,
   - Objectives, targets and progress indicators
   - Annual Donor Reports,
   - National Child Protection sector reports,
   - Joint Sector Review reports
   - Annual UNICEF Child Protection review Reports
   - UNICEF- Malawi- Country Programme Documents and
   - UNICEF-Malawi -Country Programme Action Plan
   - VACS, 2013
   - MDG Endline survey 2014
   - MDHS, 2015-2016
   - Mid-term review report
   - Malawi Growth and Development Strategy II (2012-2016) and draft MGDS III
   - United Nations Development Assistance Framework (2012-2016)

B. Surveys (quantitative)
   - A representative surveys for programme and non-programme areas. An alternative but valid approach could be considered in lieu of representative surveys

C. Key informant interview (KII)s will, amongst others include;
   - MoGCDSW and other national partners, including relevant line ministries
   - Social Welfare and Child Development Technical Working Groups
   - UNICEF Child Protection section and relevant UN agency staffs.
   - Key sector stakeholders at national level which includes donors, NGOs and other sector players,
   - Key stakeholders at sub-national level; District Coordination Team, NGOs active in child protection at the district level, Chiefs at village level, relevant extension workers.

D. Focus Group Discussions (FGDs)

\textsuperscript{197} INUS is defined as an Insufficient but Necessary part of a Condition that is itself Unnecessary but Sufficient for the occurrence of the effect (https://www.gov.uk/dfid-research-outputs/dfid-working-paper-38-broadening-the-range-of-designs-and-methods-for-impact-evaluations)
ii) District Technical Working Group members
iii) The District Director of Planning
iv) District M & E Officers
v) Community members
vi) Community and religious leaders/chiefs
vii) Child Protection Committees
viii) Village Development Committee (VDC)
ix) Area Development Committee (ADC)

The data analysis methods should be in line with the design of the evaluation in order to provide fair, unbiased judgement of the programme.

It is important to note that there may be some challenges in data reliability and disaggregation of data by sex, age group, etc. It is proposed that some of the risks could be mitigated through triangulation, cross-referencing, and other means. The secondary data on the relevant indicators from the national surveys (VACS, DHS, MICS, etc) may not be reliable at a district level because of sample size limitations. Reliability, however, could improve, among others, by pooling samples for the intervention districts and for the rest of districts for comparison.

The institution is expected to produce an inception report within the first three weeks of the assignment which will include a clear workplan for the whole evaluation period of four months. The inception report will be presented to the UNICEF, MoGCDSW and the Evaluation Reference Group. Once the inception report is approved, the institution will go on with the assignment and will complete within 3 months. The final output will be the final report of the assignment after the draft report has been commented on by UNICEF and MoGCDSW and presented to the Social Welfare and Child Development Technical Working Groups for further input from partners.

9. EVALUATION WORK PLAN

The following brief work plan will guide the consultant to come up with a clear and comprehensive work plan for the assignment. In addition to that, it will guide the task force to monitor timely completion of tasks from recruitment of the consultant to the end of the assignment.

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<th>December</th>
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<tr>
<td>Inception report</td>
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<td>Data collection</td>
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<td>Final report</td>
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10. GENDER AND HUMAN RIGHTS

Gender and human rights issues have a significant impact on the success of any programme. It is therefore necessary to understand how the Strategy addressed issues of gender, equality and human rights in terms of whether the needs of both girls and boys were taken into account; did the strategy promote participation of both girls and boys and support their involvement as citizens? Were the practices and behaviours of the duty bearers consistent with the human rights approaches? Were the services equitably accessible to both girl and boys? Were there any deliberate efforts to ensure the marginalized girls, boys and any vulnerable groups were targeted? Were the structures and mechanisms instituted to implement the structure gender sensitive and responsive? What lessons can be drawn for future programming?
11. **ETHICAL CONSIDERATIONS**

The evaluation will follow UNICEF guidelines on the ethical participation of human participants, including children. All participants in the study will be fully informed about the nature and purpose of the evaluation and their requested involvement. Only participants who have given their written or verbal consent (documented) will be included in the study.

The prospective institution is expected to provide a detailed plan on how the following principles will be ensured throughout the study: 1) Respect for dignity and diversity; 2) Fair representation; 3) Compliance with codes for vulnerable groups (e.g., ethics of research involving young children or vulnerable groups); 4) Redress; 5) Confidentiality; and 6) Avoidance of harm.

Specific safeguards must be put in place to protect the safety (both physical and psychological) of both respondents and those collecting the data. These should include:

- A plan is in place to protect the rights of the respondent, including privacy and confidentiality
- The interviewer or data collector is trained in collecting sensitive information
- Data collection tools are designed in a way that are culturally appropriate and do not create distress for respondents
- Data collection visits are organized at the appropriate time and place so as to minimize risk to respondents
- The interviewer or data collector is able to provide locally-relevant information on how individuals in situations of risk can seek support

The institution is expected to identify relevant ethical issues from the proposed methodology and seek ethical clearance as appropriate from the National Committee on Research in Social Sciences and Humanities (NCRSH) in accordance with the rules and regulations of conducting research in Malawi.

12. **REPORTS**

The following reports and other items are required to be provided during the project:

1. Inception report (including evaluability assessment, theory of change, evaluation design detailing the sampling method the team intends to follow, data collection tools, any interview guides, evaluation forms or other data collection instruments to be used)
2. Draft report as per agreed outline
3. A presentation at a validation workshop
5. Microdata set in an appropriate format with corresponding metadata and documentation
6. Brief monthly progress report to be sent via email to UNICEF and MoGCDSW contract managers
7. Policy and advocacy briefs (leaflets and posters)

**Final Report**

The Final Report which shall be compliant with the UNICEF - Adapted UNEG standards should include - but not limited to - the following components:

- Executive Summary
- Background
- Evaluation Objective, Purpose and Scope
- Methodology (including limitations and ethical considerations)
- Findings
- Conclusions and lessons learned
Recommendations
Appendices, including ToRs, tools, and people interviewed, evaluation matrix, results framework.

A tightly-drafted, executive summary is an essential component. It should be short and not more than five pages. It should focus mainly on the key purpose or issues of the evaluation, outline the main analytical points, and clearly indicate the main conclusions, lessons learned and specific recommendations. The executive summary shall include the performance rating of the main five evaluation criteria. Cross-references should be made to the corresponding page or paragraph numbers in the main text that follows.

The recommendations should be the subject of a separate final chapter. Wherever possible, for each key conclusion there should be a corresponding recommendation. The key points of the conclusions will vary in nature but will often cover aspects of the key evaluation criteria (including performance ratings).

The final evaluation report will strictly follow “UNICEF Evaluation Report Standards” and UNICEF Evaluation Technical Notes and be aligned with UNEG Standards and Norms. A self-assessment of the draft report against the GEROS UNICEF tool will also be required.

13. MANAGEMENT OVERSIGHT

The institutional contract will be jointly supervised by the UNICEF and the MoGCDSW. It is essential the institutional contractor maintain regular communication with the contract managers. On UNICEF Malawi side, the contractor will report to the Chiefs of PME and Child Protection Sections through the Research and Evaluation Specialist and Child Protection Specialist.

To ensure independence and impartiality, a multi-stakeholder Evaluation Reference Group (ERG) will be established to oversee the implementation of the evaluation at all critical stages. The Reference Group shall comprise key partners that are supporting the Government of Malawi in implementation of Child Protection Programming. These include; Development partners, Local and International Non-Governmental Organizations. The specific roles and responsibilities of the ERG shall include the following:

a. Providing guidance and direction to the institution that will be undertaking the evaluation
b. Updating the Social Welfare and Child Development TWGs on progress of the assignment
c. Receiving reports from the institution, reviewing the reports within the agreed time frame and ensuring that the institutions are adhering to the Terms of Reference and the agreed work plan based on the approved inception report
d. Making recommendations to the MoGCDSW and UNICEF contract managers based on the observations and progress of the assignment.

14. WORKING LOCATIONS:

UNICEF will not provide office space or equipment. The institution will use their own resources and the location, duration and number of journeys required will be set out in the proposal and agreed and finalised by UNICEF. The Team Leader will need to maintain regular contact with UNICEF including through face-to-face meetings in Lilongwe, Malawi.
15. **DELIVERABLES:**

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<th>No</th>
<th>Deliverable</th>
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<tr>
<td>1</td>
<td>Inception Report</td>
<td>21 days</td>
<td>22 December 2017</td>
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<td>2</td>
<td>Draft Report</td>
<td>28 days</td>
<td>9 March 2018</td>
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<td>3</td>
<td>A presentation at a validation workshop</td>
<td>1 day</td>
<td>16 March 2018</td>
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<tr>
<td>4</td>
<td>Final Report</td>
<td>14 days</td>
<td>30 March 2018</td>
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<tr>
<td>5</td>
<td>Microdata set in an appropriate format with corresponding metadata and documentation</td>
<td>1 day</td>
<td>30 March 2018</td>
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<tr>
<td>6</td>
<td>Policy and advocacy briefs (leaflets and posters)</td>
<td>1 day</td>
<td>30 March 2018</td>
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Monthly progress reports are expected to be provided 15th of the month for January, February and March.

16. **PROPOSED PAYMENT SCHEDULE:**

Payment will be made in accordance with the following proposed schedule.

- 20% of total fees upon approval of the Inception Report
- 40% of total fees upon approval of the Draft Report
- 40% of total fees upon approval of the Presentation, Final Report, raw data and briefs

Payments will only be made on approval of the above reports.

17. **QUALIFICATIONS AND EXPERIENCE REQUIRED:**

**Company or Institution experience**

- An international institution with at least 5 years institutional experience in evaluation of development programmes, especially child protection programmes and social research with an emphasis on mixed method data collection and analysis.
- It is mandatory that an International Institution partners with a Malawian consultancy institution/firm or has a Malawian specialist on team.
- The institution must provide UNICEF with a Certificate of Incorporation/ documentation that this is a registered company or institution.
- Demonstrable experience in design and implementation of child protection impact evaluations, and evaluating child protection programmes or strategies.
- Demonstrable experience in econometric analysis of experimental and quasi-experimental data from impact evaluations, including the use of such techniques as propensity score matching and/or contribution analysis using for example INUS type causality.
- In depth understanding of development context of South Eastern countries in Africa and specifically Malawi preferred.
- Experience in Southern Eastern Africa and Malawi specifically is preferred.
- Experience in conducting mixed method research approaches including quantitative and qualitative research and analysis. Successful demonstration of effective rural household surveys, focus group discussions and key informant interviews is preferred.
- Previous work with UNICEF is an asset.
Team Leader
- The Team Leader must have an advanced University degree (Masters or PhD) in Law, Child Protection, Psychology Anthropology, Sociology or other relevant social science and minimum 10 years’ relevant experience.

Composition of Team
- The Bidder should provide a description of the team that is being proposed to undertake the evaluation. It is anticipated that the proposed team will comprise two categories of personnel – senior members (international and national) who will be responsible for the design, management, analysis, and reporting of the evaluation and Junior (national) members who will assist in the areas of research and/or field work (e.g. conducting interviews, data entry). National members are encouraged to develop the country capacity; as long as it does not compromise quality.
- Excellent spoken and written fluency English required.
- A team of international and local consultants with understanding of the Malawian child protection context. Local consultants must have fluency in Chichewa.
- The team must include a gender specialist or expertise in this area.

18. APPLICATION AND TENDER EVALUATION PROCESS:

Each proposal will be assessed first on its technical merits and subsequently on its price. In making the final decision, UNICEF considers both technical and financial aspects. The Evaluation Team first reviews the technical aspects of the offer, followed by review of the financial offers of the technically compliant vendors. The proposal obtaining the highest overall score after adding the scores for the technical and financial proposals together, that offers the best value for money will be recommended for award of the contract.

The Technical Proposal should include but not be limited to the following:

- Company Profile
  Ensure to include information related to the experience of the company as required and outlined in Item 18 of this document.

- Methodology
  Detailed Methodology / approach to requirement detailing how to meet or exceed UNICEF requirements for this assignment

- Previous Work Sample
  Two evaluation reports that have been conducted in the last 5 years showcasing similar work should be submitted in their entirely (not only a summary). An ‘evaluation project’ may have been conducted as part of academic studies or paid employment, and must have involved at least 20 days of effort on the part of the team member specified. To be considered an evaluation project (as compared to a research project), the following must be apparent:
  - Program activities or intervention are assessed against a pre-determined set of criteria/objectives;
  - The main purpose of the project was to make a judgment about the degree to which the observed outcomes have been caused by the program

- References
  Details of similar assignments undertaken in last three years including the following information:
  - Title of Project
  - Year and duration of project
  - Scope of Project
  - Value of Project
  - Outcome of Project
  - Reference / Contact persons
- **Work Plan**
  Proposed work plan showing detailed sequence and timeline for each activity and person days of each proposed team member

- **Team Composition**
  Title, brief profile, and role of each team member, clearly identifying the team leader and qualifications of all team members

- **CV’s**
  CV of each team member (including qualifications and experience)
  Signed declaration for each individual confirming their intention to serve in the stated position and availability to carry out the assignment during the proposed timeframe if successful
  Ensure to include information related to the qualifications and experience of each proposed team member as required and outlined in item 18 of this document.

- Any project dependencies or assumptions

**The Financial Proposal should include but not be limited to the following:**

Bidders are expected to submit a lump sum financial proposal to complete the entire assignment based on the terms of reference. The lump sum should be broken down to show the detail for the following:

- **Resource costs**
  Daily rate multiplied by number of days

- **Conference or workshop costs (if any)**
  Indicate nature and breakdown if possible

- **Travel Costs**
  All travel costs should be included as a lump sum fixed cost.
  For all travel costs, UNICEF will pay as per the lump sum fixed costs provided in the proposal.
  A breakdown of the lump sum travel costs should be provided in the financial proposal.

- **Any other costs (if any)**
  Indicate nature and breakdown

- **Copy of the company registration**

- **Recent Financial Audit Report**
  Report should have been carried out in the past 2 years and be certified by a reputable audit organization.

Bidders are required to estimate travel costs in the Financial Proposal. Please note that i) travel costs shall be calculated based on economy class fare regardless of the length of travel and ii) costs for accommodation, meals and incidentals shall not exceed the applicable daily subsistence allowance (DSA) rates, as propagated by the International Civil Service Commission (ICSC). Details can be found at [http://icsc.un.org](http://icsc.un.org)

**19. EVALUATION WEIGHTING CRITERIA:**

Cumulative Analysis will be used to evaluate and award proposals. The evaluation criteria associated with this TOR is split between technical and financial as follows:

<table>
<thead>
<tr>
<th>Category</th>
<th>Percentage</th>
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</thead>
<tbody>
<tr>
<td>Technical</td>
<td>70%</td>
</tr>
<tr>
<td>Financial</td>
<td>30%</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
</tr>
</tbody>
</table>
### Annex 2 - Evaluation Questions and links to responses
#### Revised Evaluation Matrix Based on Evaluation Reference Group Inputs

<table>
<thead>
<tr>
<th>Eva criteria</th>
<th>Main Evaluation Questions</th>
<th>Sub-questions</th>
<th>Indicator(s)/Probing dimensions</th>
<th>Data collection</th>
<th>Data Source</th>
</tr>
</thead>
</table>
| Relevance / design | To what extent has a relevant, realistic, strategic, and clear approach to strengthen Child Protection in Malawi been established? | To what extent was National Child Protection Strategy **aligned** with government priorities and national needs on one hand, and Global and regional policies and strategies on the other? | • Extent to which UNICEF work was aligned with the priorities of the GoM and local needs in each district analysed.  
• Extent to which the strategy as a whole adheres to national needs  
• Consistency across Districts and with HQ on the approach to CPs | Document review including NCPS, MGDS II, Sectoral Policies, Portfolio Analysis  
Key informant interviews (including national and district) | UNICEF strategic documents;  
UNICEF internal documents and databases;  
National strategy docs and statistics;  
Interviews with: current and former UNICEF staff;  
Government (MoGCDSW, MoH, MEST, MJCA)\(^{198}\) and district officers. International Development Partners, NGO/Civil Society. |
| | To what extent was the **design** of the Strategy the most appropriate and relevant to prevent and respond to violence, abuse, exploitation, neglect and impact of HIV and AIDS? | • Extent to which the design of the Strategy design included a needs assessment, a situation analysis, a risk assessment, and/or a gender analysis | Document review: NCPS, UNICEF Country Programme, Sectoral Policies, District Planning Docs, Midterm Review, HIV Strategies etc.  
Key informant interviews (including national and district) | UNICEF strategic documents;  
UNICEF internal documents and databases;  
National strategy docs and statistics;  
Interviews with: UNICEF staff at central and local level;  
Government (MoGCDSW, MoH, MEST, MJCA) and district officers. |
| | To what extent was the **definition** of child protection in the Strategy clearly defined to inform programming? | • Extent to which the child protection definition is clear, shared among staff members and well understood  
• Extent to which the definition of CP is coherent with the local needs and specific contextual characteristics | Document review: NCPS, Midterm Review,  
Key informant interviews (including national and district)  
FGD with UNICEF staff and District Technical Working Group members | UNICEF strategic documents;  
UNICEF internal documents and databases;  
National strategy docs and statistics;  
Interviews with: UNICEF staff;  
Government (MoGCDSW, MoH, MEST, MJCA) and district officers. |

\(^{198}\) Please see acronym list for the names of these ministries in full.
<table>
<thead>
<tr>
<th>Effectiveness</th>
<th>To what extent was the Strategy responsive to emerging global, regional and national priorities over time?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Extent to which there were global, regional and national priorities that changed over time during the strategy period</td>
</tr>
<tr>
<td></td>
<td>• Extent to which the strategy was flexible and adapted to new current situations and emergencies</td>
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<td></td>
<td>• Extent to which the strategy facilitated the resolution of emergencies over time</td>
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<td></td>
<td>• Extent to which cross-sectoral linkages were made.</td>
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<tr>
<td></td>
<td>Document review Portfolio analysis Key informant interviews (including national and district) FGDs with UNICEF staff; District Technical Working Group members and local committees</td>
</tr>
<tr>
<td></td>
<td>UNICEF strategic documents; UNICEF internal documents and databases; National strategy docs and statistics; Interviews with: UNICEF staff at central and local level; Government (MoGCDSW, MoH, MEST, MJCA) NGO partners and other from civil society and district officers.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Effectiveness</th>
<th>Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the relevance of any future national strategy on child protection?</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>• Extent to which the strategy and interventions yielded best and worst practices in terms of relevance and design</td>
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<tr>
<td></td>
<td>Key informant interviews (including national and district) Document review (other evaluations in child protection in southern-African countries), UNICEF regional and global reports, MDG reports</td>
</tr>
<tr>
<td></td>
<td>Interviews with: UNICEF staff; Government (MoGCDSW, MoH, MEST, MJCA) and district officers. International Development Partners, NGOs/Civil Society.</td>
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</tbody>
</table>

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<thead>
<tr>
<th>Effectiveness</th>
<th>To what extent has the approach and strategy to CP been effective?</th>
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<tr>
<td></td>
<td>To what extent were the strategies outlined in the document implemented?</td>
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<tr>
<td></td>
<td>• Documented implementation of the strategy</td>
</tr>
<tr>
<td></td>
<td>• Activities implemented based on the strategy</td>
</tr>
<tr>
<td></td>
<td>Document review: NCPS, Annual reports, MIS, Midterm Review Portfolio analyses</td>
</tr>
<tr>
<td></td>
<td>UNICEF strategic documents; UNICEF internal documents and databases. MoGCDSW National Strategy</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Effectiveness</th>
<th>To what extent was the objective of improving national efforts to reduce violence, abuse, exploitation, neglect and the impact of HIV on children by establishing an operational National Child Protection System achieved? To what extent were the objectives of the Strategy achieved based on the original design and what gaps remain, if any?</th>
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<tbody>
<tr>
<td></td>
<td>• Regulatory frameworks and mechanisms are in place</td>
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<td>• The targeted 2500 disadvantaged communities are empowered to adopt positive child protection practices</td>
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<tr>
<td></td>
<td>• A Child Protection Information Management System (IMS) that tracks victims and survivors of violence, abuse, exploitation and neglect in place by 2014</td>
</tr>
<tr>
<td></td>
<td>• Gaps are identified, if any</td>
</tr>
<tr>
<td></td>
<td>Document review: NCPS, Annual reports, MIS, Midterm Review Portfolio analyses Key informant interviews FGD</td>
</tr>
<tr>
<td></td>
<td>UNICEF strategic documents; UNICEF internal documents and databases; National strategy docs and statistics; Interviews with: UNICEF staff; Government (MoGCDSW, MoH, MEST, MJCA) and district officers. International Development Partners, NGOs/Civil Society.</td>
</tr>
<tr>
<td>Question</td>
<td>Analysis</td>
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<td>-------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------</td>
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<tr>
<td>To what extent were the services and programme interventions in the Strategy inclusive and gender responsive? To what extent did the Strategy address equity issues affecting children?</td>
<td>• Number of women involved in the activities as implementing partners • Number of women involved in the design and formulation of the activities • Extent to which different social groups were considered and included in planning and activities. • Children (boys and girls) of all social groups received social protection services</td>
</tr>
<tr>
<td>To what extent did the Strategy address equity issues affecting children?</td>
<td>Stakeholders mapping Document Review: NCPS, Annual reports, MIS Interviews FGD Portfolio analysis</td>
</tr>
<tr>
<td>What measurable / documented changes (intended and un-intended) have occurred, as a result of improved child protection systems et country and district level?</td>
<td>• Identification of documented changes illustrating a positive, neutral of negative shift in child protection service delivery.</td>
</tr>
<tr>
<td>To what extent did Government, UNICEF, development partners, NGOs, academia and the private sector contribute to the implementation of the Strategy?</td>
<td>• Degree of participation of stakeholders; actual participation of stakeholders during the decision process; number of stakeholders involved in the planned activities • Evidence of impact of stakeholders’ involvement in the implementation of the strategy</td>
</tr>
<tr>
<td>To what extent did Government, UNICEF, development partners, NGOs, academia and the private sector contribute to the implementation of the Strategy?</td>
<td>Stakeholders mapping Document Review: NCPS, Annual reports, MIS Interviews FGD Portfolio analysis</td>
</tr>
<tr>
<td>What measurable / documented changes (intended and un-intended) have occurred, as a result of improved child protection systems et country and district level?</td>
<td>• Identification of documented changes illustrating a positive, neutral of negative shift in child protection service delivery.</td>
</tr>
<tr>
<td>To what extent did the districts adapt the Strategy to effectively support its implementation at district and community levels?</td>
<td>• Documented changes in the strategy at district level</td>
</tr>
<tr>
<td>To what extent were the district system effective in strengthening initiatives for child protection, how were these monitored, and to what extent did district leadership assist to sustain the results?</td>
<td>• Child protection institutes and organisations are strengthened at district level (in terms of capacity, outreach, number of children reached, number of significant activities increased) • Involvement of District Officers during the implementation of the activities</td>
</tr>
</tbody>
</table>
Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the effectiveness of any future national strategy on child protection?

<table>
<thead>
<tr>
<th>Efficiency</th>
<th>To what extent were the operational mechanisms and capacities efficient at district and country levels?</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>What components of the Strategy were achieved or delivered with best value for money (?) and in what specific ways? Could the same results have been achieved at a lower cost or could better results have been achieved with the same cost by using different instruments, partnerships, or approaches?</td>
</tr>
<tr>
<td></td>
<td>Number of specific outputs and outcomes achieved; total financial and human resources used for the achievement of results compared to what was planned</td>
</tr>
<tr>
<td></td>
<td>Document review (statistics, budgeting, annual reports)</td>
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<tr>
<td></td>
<td>Interviews with: UNICEF staff; Government (MoGCDSW, MoH, MEST, MJCA) and district officers. International Development Partners, NGOs/Civil Society.</td>
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</table>

|            | Key informant interviews (including national and district) |
|            | UNICEF and implementing partners monitoring reports |
|            | UNICEF and implementing partners programme documents (workplans, monthly, annual reports) |

|            | Workplan deadlines compared to the actual deadlines = total number working days of delay |
|            | Document review: MIS, annual reports |
|            | Interviews to round out understanding of any delays (or early completion) |

|            | Document review: annual reports |
|            | Interviews |
|            | UNICEF and implementing partners monitoring reports |
|            | UNICEF CP Section |

|            | To what extent the organisational mechanism supported the achievement of results? (Silvia, I did not do this as the indicators but instead did talk about the issues regarding coordination which also address these points.) |
|            | Workplans and internal reports shared for organisational purposes |
|            | Number of meetings carried out for organisational and coordination purposes |
|            | Satisfaction of the meetings and of the international organisation |
|            | Document review: annual reports |
|            | Interviews |
|            | UNICEF project documents |
|            | UNICEF internal planning documents |
|            | Interviews with UNICEF staff, Government and implementing actors |

<p>|            | Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the efficiency of any future national strategy on child protection? |
|            | Extent to which the strategy and interventions yielded best and worst practices in terms of efficiency |
|            | Key informant interviews (including national and district) |
|            | FGD |
|            | Interviews with: UNICEF staff; Government (MoGCDSW, MoH, MEST, MJCA) and district officers. International Development Partners, NGOs/Civil Society. |</p>
<table>
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<tr>
<th>Impact</th>
<th>To what extent has the Strategy contributed to the reduction (or lack thereof) in child abuse, neglect, exploitation and violence?</th>
<th>What are the intended and unintended impacts of the Strategy at country and district level?</th>
<th>Trends in the indicators provided in the strategy (baseline, mid-line, possible end-line)</th>
<th>Existing baseline, mid-line MICS, DHS and VACS datasets. Programme reports and additional data sources (to be identified) Interviews to increase understanding of conditions that contributed or not to results.</th>
<th>UNICEF and implementing partners monitoring reports UNICEF CP Staff, MoGCDSW, other CSO/NGO partners time permitting.</th>
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<td></td>
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<td>Number of children and women benefiting from a comprehensive child protection package (IMS is tracking the child, case management in place and protection services provided)</td>
<td>Number of children accessing Community-Based Childcare Centres</td>
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<td>Number of children accessing Community-Based Childcare Centres</td>
<td>Proportion of children under two whose births have been registered</td>
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<td></td>
<td>Proportion of children under two whose births have been registered</td>
<td>Reduction in violence against women</td>
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<td>Reduction in violence against women</td>
<td>Reduction in violence against children</td>
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<td>Reduction in violence against children</td>
<td>Reduction in child labour (children aged 5-14)</td>
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<td>Reduction in child labour (children aged 5-14)</td>
<td>Reduction in the number of children in custody</td>
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<td>Reduction in the number of children in custody</td>
<td>Number of communities adopting protective child protection practices</td>
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<td>Number of communities adopting protective child protection practices</td>
<td>Reduction in the number of children in alternative care institutions</td>
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<td>Reduction in the number of children in alternative care institutions</td>
<td>Number of districts operating a comprehensive child protection model</td>
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<td>Number of districts operating a comprehensive child protection model</td>
<td>Number of children on ARVs (anti-retroviral) with a case plan linking up the health and welfare sector response</td>
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<td>Number of children on ARVs (anti-retroviral) with a case plan linking up the health and welfare sector response</td>
<td>Number of vulnerable children aged 6-18 utilising Children’s Corners annually</td>
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<td></td>
<td>Number of vulnerable children aged 6-18 utilising Children’s Corners annually</td>
<td>Number of district child protection committees that have in place contingency plans for child protection in emergency preparedness and response</td>
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<td>Number of district child protection committees that have in place contingency plans for child protection in emergency preparedness and response</td>
<td>Annual government allocation for child protection increased</td>
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<td>Annual government allocation for child protection increased</td>
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<td>Have there been variations by district?</td>
<td></td>
<td>Indicators listed in the line above by district</td>
<td>See above, data disaggregated by district. MIS Interviews to increase understanding of variations by district</td>
<td></td>
<td>MoGCDSW, District officers</td>
</tr>
<tr>
<td>What has been the impact of the Strategy in the performance of the districts in the delivery of services for children?</td>
<td>• Performance indicators at district level (number of activities carried out compared to what was planned; number of meetings; documents produced)  • Increases in number of households seeking CP related services.  • Increases in incidence and quality of delivery of CP related services</td>
<td>Document review, MIS Interviews to increase understanding of performance by district</td>
<td>UNICEF Monitoring reports, annual report. MoGCDSW, District officers</td>
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<tr>
<td>Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the impact of any future national strategy on child protection?</td>
<td>• Extent to which the strategy and interventions yielded best and worst practices in terms of efficiency</td>
<td>Key informant interviews, Document review</td>
<td>Key informant interviews (including national and district) Document review (other evaluations in child protection in southern African countries)</td>
<td></td>
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<tr>
<td>To what extent are the systems and mechanisms instituted to implement the Strategy sustainable over time?</td>
<td>Which partners are critical for government to partner with to ensure sustainability of child protection interventions beyond this Strategy?</td>
<td>• Number of partners with a documented intention and capacity (human and financial resource) in supporting child protection interventions</td>
<td>Stakeholders mapping Document review; MIS, Annual Reports Interviews</td>
<td>UNICEF strategic documents; UNICEF internal documents and databases; National strategy docs and statistics; Interviews with: UNICEF staff in different sectors; Government (MoGCDSW, MoH, MEST, MJCA) and district officers. International Development Partners, NGOs/Civil Society. Community members.</td>
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<td></td>
<td>Do the programmes instituted during the 6 year Strategy have the capacity to sustain themselves in financial and programmatic terms and can these be sustained by government?</td>
<td>• Documented evidence of capacities (human resources) of the implementing partners in carrying out the child protection activities  • Documented evidence of capacities (financial and human resources) of the government in supporting the child protection activities  • Documented evidence of plans included in district plans</td>
<td>Stakeholders mapping Document review: Annual and other reports, Midterm Review Interviews</td>
<td>Stakeholders mapping Document review including of other development partners, notably those included in UNDAF Interviews</td>
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<td></td>
<td>How integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, Police, local government) were the programmes that were in place to implement the Strategy to ensure sustainability?</td>
<td>• Presence at design and formulation level of other sectors officers/actors/partners  • Coordination between sector officers/actors/partners  • Capacity of collaboration between sector officers/actors/partners</td>
<td>Stakeholders mapping Document review including of other development partners, notably those included in UNDAF Interviews</td>
<td>Stakeholders mapping Document review including of other development partners, notably those included in UNDAF Interviews</td>
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<tr>
<td></td>
<td>What systems strengthening initiatives are already in place that could be leveraged and how can these be linked to the District Systems Strengthening initiatives for sustainability?</td>
<td>• Capacity of systems in place to support further strengthening at national and district level</td>
<td>Document review Interviews FGD</td>
<td>Stakeholders mapping Document review including of other development partners, notably those included in UNDAF Interviews</td>
<td>Stakeholders mapping Document review including of other development partners, notably those included in UNDAF Interviews</td>
</tr>
<tr>
<td>Scality</td>
<td>To what extent can the strategy be replicated?</td>
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<tr>
<td></td>
<td>What components of the Strategy have potential for scaling up and/or replication? Why and how?</td>
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<tr>
<td></td>
<td>Which components can be better scaled up/replicated by government partners only, other agencies only and both government and other agencies at national, regional and global levels?</td>
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<td>To what degree and capacity has each component achieved results at district level; number of constraints and challenges overcome by component at district level;</td>
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<td>Degree of adaptation of each component to local needs</td>
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<td>Evidence of comparative value of results by type of implementing stakeholder (government partners, national, regional and global agencies)</td>
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<td>Document review: Annual Report, Midterm Review, etc. Interviews FGD</td>
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<td>UNICEF project design documents UNICEF Studies UNICE monitoring reports FGD at district level International Development Partners, NGOs/Civil Society. Community members.</td>
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<th>Gender</th>
<th>To what extent was the Strategy gender and equity responsive?</th>
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<td>To what extent does the strategy address gender and equity issues? What specific gender issues affected the delivery of results for boys and girls?</td>
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<td>The programme documents present gender and equity analyses</td>
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<td></td>
<td>Gender and equity are included in all programme indicators</td>
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<td>Number and type of challenges faced in terms of gender during implementation of the interventions</td>
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<td>Document review: NCPS, Annual Reports, Midterm Review, etc. Interviews FGD</td>
</tr>
<tr>
<td></td>
<td>UNICEF project design documents UNICEF Studies UNICE monitoring reports FGD at district level Interviews with district officers and village committees UN Women UNFPA, NGO partner programme evaluation reports as available</td>
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</table>

|        | To what extent were the resources allocated to implement the strategy gender responsive? |
|        | Human resources to implement programming always included women and other social groups |
|        | Programme budgets were gender responsive |
|        | The systems and structure put in place includes attention to women’s/girls’ needs in terms of organisational practices and behaviour. |
|        | Document review, especially budget information, Annual Reports Interviews |
|        | UNICEF internal databases and project reports Interviews with UNICEF staff, district level officers, implementing partners. UN Women UNFPA and NGO partners. |

|        | What lessons can be drawn to inform future programming? |
|        | Extent to which the strategy and interventions yielded best and worst practices in terms of gender |
|        | Key informant interviews Document review FGD |
|        | Key informant interviews (including national and district) |

Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the sustainability of interventions under any future national strategy on child protection?

- Extent to which the strategy and interventions yielded best and worst practices in terms of sustainability
- Key informant interviews (including national and district)
- Document review (other evaluations in child protection in southern-African countries)
| Coordination | To what extent did the strategy foster coordination between key actors? | How, did the Strategy influence coordination and implementation of the various polices and legal instruments on children across sectors? How could this be improved in any future national strategy on child protection? | • Number of coordination meetings as part or as a consequence of the strategy activities  
• Number and type of activities/interventions implemented in collaboration among key stakeholders and local partners  
What has been the impact of the coordination mechanisms that were set to implement the Strategy? | • Degree of satisfaction of coordination mechanisms among key partners  
• Documented changes at coordination level | Document review (other evaluations in child protection in southern-African countries). International Development Partners, NGOs/Civil Society. |
| Added value | To what extent was UNICEF’s work in the country an added value within the child protection system in Malawi? (Note to Silvia: this one was covered in the contribution section. We could reword it somewhat to make it clearer.) | To what extent is UNICEF is unique and has specific added value in the child protection system in Malawi? | • Degree of UNICEF capacity in providing new services and filling the gaps in the country  
• Degree of UNICEF activities in providing new and innovative approaches in the country | • Degree of development and changes achieved through UNICEF interventions in child protection compared to government activities | Interviews  
Document review  
FGD | UNICEF strategic document  
FGD at central and district level  
Interviews at central level and with other donors, international and national implementing agencies |
Check List of Evaluation Questions Based on ToR

In addition to the Evaluation Matrix the Evaluation Team extracted the Evaluation Questions from the ToR to serve as a checklist and basis for the qualitative and quantitative analysis. Please note that, as indicated in the Inception Report, the evaluation questions from the ToR were split into sub-questions and, in a few cases, their order was changed for the sake of clarity and evaluability. The Evaluation Team did not add any additional questions. The definitions and content cited under each of the criteria headings are from the most recent definitions of the DAC OECD Criteria for Evaluating Development Assistance guidelines. On the OEC website, the definitions are accompanied with sample questions to illustrate the definition that are also included in the lists below.

### Relevance Evaluation Questions (EQ)

The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.

In evaluating the relevance of a programme or a project, it is useful to consider the following questions:

- To what extent are the objectives of the programme still valid?
- Are the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the programme consistent with the intended impacts and effects?

**(EQ-Relevance 1)** Was the design of the Strategy the most appropriate and relevant to prevent violence, abuse, exploitation, and neglect?

**(EQ-Relevance 2)** Was the design of the Strategy the most appropriate and relevant to respond to violence, use, exploitation, and neglect?

**(EQ-Relevance 3)** Was the design most appropriate to and relevant to prevent impact of HIV on children affected by it?

**(EQ-Relevance 4)** Was the design most appropriate to and relevant to respond to impact of HIV on children affected by it?

**(EQ-Relevance 5)** Was the definition of child protection in the Strategy clearly defined to inform programming?

**(EQ-Relevance 6)** How responsive was the Strategy to emerging national priorities over time?

**(EQ-Relevance 7)** How responsive was the Strategy to emerging regional priorities over time?

**(EQ-Relevance 8)** How responsive was the Strategy to emerging global priorities over time?
Based on **findings and lessons learnt globally and regionally** (evaluation team will identify which findings and lessons learned will be covered here) what are key considerations to ensure and enhance the **relevance of any future national** strategy on child protection?

| Effectiveness Evaluation Questions – A measure of the extent to which an aid activity attains its objectives. In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions: • To what extent were the objectives achieved / are likely to be achieved? • What were the major factors influencing the achievement or non-achievement of the objectives? |
| (EQ-Effectiveness 1) Were the **strategies outlined in the document implemented**? (i.e. the approaches) If yes, to what extent were these strategies implemented? |
| (EQ-Effectiveness 2) Have the **objectives of the Strategy been achieved** based on the original design (i.e. the measurable results) |
| (EQ-Effectiveness 3) Has the objective of establishing an operational National Child Protection System been achieved? (That is, to improve national efforts to reduce violence, abuse, exploitation, neglect and the impact of HIV on children?) |
| (EQ-Effectiveness 4) What **gaps in the Strategy’s objectives** remain, if any? |
| (EQ-Effectiveness 5) What were the contributions of the following to the implementation of the Strategy: • UNICEF • government • development partners • NGOs, • Academia • Private sector |
| (EQ-Effectiveness 6) How, did the Strategy influence **coordination and implementation** of the various **policies** on children across sectors? |
| (EQ-Effectiveness 7) How, did the Strategy influence coordination and implementation of the various **legal instruments** on children across sectors? |
| (EQ-Effectiveness 8) Did the **districts adapt** the Strategy effectively for its effective implementation at district and community levels? If yes, which districts adapted it? How did they adapt it? |
| (EQ-Effectiveness 9) How effective were **district systems strengthening** initiatives for child protection? |
| (EQ-Effectiveness 10) How were the **district systems monitored**? |
Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the effectiveness of any future national strategy on child protection?

**Impact Evaluation Questions** - The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions. When evaluating the impact of a programme or a project, it is useful to consider the following questions:

- What has happened as a result of the programme or project?
- What real difference has the activity made to the beneficiaries?
- How many people have been affected?

(EQ-Impact 1)

To what extent has the Strategy **contributed to the reduction** (or lack thereof) in child abuse, neglect, exploitation and violence? (note these would be the intended impacts)

(EQ-Impact 2)

What are the **unintended impacts** from the Strategy? If any unintended results, how did these come about?

(EQ-Impact 3)

What has been the impact of the Strategy in the performance of the districts in the delivery of services for children?

(EQ-Impact 4)

Have there been **variations by district**? If any, what are they? What lessons can be drawn for future programming?

(EQ-Impact 5)

What if any, has been the impact of the **coordination mechanisms** that were set to implement the Strategy? (this question only to be asked if not automatically already covered under the questions asked on coordination under the Effectiveness related questions)

**Efficiency Evaluation Questions** - Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.

When evaluating the efficiency of a programme or a project, it is useful to consider the following questions:

- Were activities cost-efficient?
- Were objectives achieved on time?
- Was the programme or project implemented in the most efficient way compared to alternatives?

**Budget Analysis**

(EQ-Efficiency 1)

What components of the Strategy were achieved or delivered with **best value** for money? In what specific ways?
Were the components of the Strategy implemented on time in accordance with the planning. If not, which components were not and why?

Could the same results have been achieved at a lower cost?

Could better results have been achieved with the same cost by using different instruments, partnerships, or approaches?

Based on the Malawi findings as well as lessons learnt globally and regionally, what are key considerations to ensure and enhance the efficiency of any future national strategy on child protection?

Gender and equity evaluation questions

How did the strategy address gender and equity issues?
Separate out gender and equity; discuss issues on vulnerable children separately: orphans, children with disabilities, ultra-poor and others

What specific gender issues affected the delivery of results for boys and girls?

How gender responsive were the resources allocated to implement the strategy?

Services and programme interventions responsive

What lessons can be drawn to inform future programming?

Sustainability Evaluation Questions -
Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.

When evaluating the sustainability of a programme or a project, it is useful to consider the following questions:

- To what extent did the benefits of a programme or project continue after donor funding ceased?
- What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?

What were the strengths of the systems instituted to implement the Strategy regarding sustainability and how sustainable are they in practice?

What are the remaining challenges of the systems instituted to implement the Strategy?

How integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, Police, local government) were the CP programmes? If there is integration with other sectors, how does this contribute to sustainability?
What other systems strengthening initiatives are in place that could be leveraged for sustainability? How can these be linked to the District Systems Strengthening initiatives?

To what extent did district leadership assist to sustain the results on child protection?

Can the government financially and programmatically sustain the established CP systems and their components into the future?

Which partners are critical for government to partner with to ensure sustainability of child protection interventions in the future?

What components of the Strategy have potential for scaling and/ or replication? Why and how?

Which components can be better scaled up/ replicated by
- government partners only
- other agencies only
- both government and other agencies at national, regional and global levels?

Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the impact of any future national strategy on child protection?
List of Evaluation Questions with corresponding Answers

Relevance and Design Evaluation Questions (EQ)

Main Question: To what extent has a relevant, realistic, strategic and clear approach to strengthen Child Protection in Malawi been established?

Summary of Responses:

- The NCPS is **highly relevant** to the national child protection context in Malawi.
- The NCPS has set out a **robust agenda** for strengthening the national child protection system.
- Evaluation interviewees consistently cited the greater emphasis on a **systems approach** to child protection in Malawi as the **strongest aspect** of the NCPS.
- Embedding the case management method in the system was seen as highly relevant.
- The **internal logic within and between each strategy/result could be improved** as it is not consistent across all results. The NCPS lacked stated risks and assumptions that could affect strategy implementation.
- **Indicators are overly ambitious and miss definitions.** Feasibility was affected by the need for higher than expected resource constraints in terms of coverage, type and qualitative depth of action.
- The NCPS **addressed regional and global priorities** when it was conceived, in particular, on systems development and combatting child marriage.
- Though the NCPS did not achieve all targets, this does not negate relevance since many of the challenges were related to inadequate availability of implementation resources. (Despite investments spread over 6 years and compared to the need were insufficient)

<table>
<thead>
<tr>
<th>(EQ-Relevance 1) Was the design of the Strategy the most appropriate and relevant to prevent violence, abuse, exploitation, and neglect?</th>
<th>The design of the NCPS was overall the most appropriate and relevant to prevent and respond to violence, abuse, exploitation, and neglect at the time it was conceived. Stakeholder inputs and documentation were clear in this regard even if certain aspects can be improved</th>
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<tbody>
<tr>
<td>(EQ-Relevance 2) Was the design of the Strategy the most appropriate and relevant to <strong>respond</strong> to violence, use, exploitation, and neglect?</td>
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<tr>
<td>(EQ-Relevance 3)</td>
<td>The design was largely appropriate and relevant to prevent and respond to the impact of HIV on affected children. The strategy had a complementary contributing approach to the other initiatives mitigating HIV’s impact on children in Malawi</td>
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</table>
| (EQ-Relevance 4) | While the definition of child protection itself was not fully delineated in the NCPS, the definition of a child protection system is generally clear. The evaluation found that key stakeholders, including core service providers, do generally understand the term “child protection” and the “child protection system”. Evaluation stakeholders, including at community level clearly stated that child protection means protecting children from violence, abuse, exploitation and neglect of children in the home, schools and within the community and places where hazardous child labour takes place.  

200 |  |
| (EQ-Relevance 5) | The strategy was responsive to (emerging) national priorities though these did not change a great deal during the implementation period. As described in the remainder of the report, a child protection systems approach has been implemented during the NCPS period 2012-2018. The same overall needs that were identified in 2012-2016 nevertheless, continue to require increased attention into the future. The principal needs are to substantially scale up child protection systems building and various child protection actions to new localities. |
| (EQ-Relevance 6) | At community level focus groups started with a discussion on what they do to address issues affecting children in their communities. It was during this part of the discussions that it was apparent that they understood the main issues. Child labour was particularly mentioned in tobacco growing areas. |
| (EQ-Relevance 7) |  |
How responsive was the Strategy to emerging regional priorities over time?

The NCPS systems approach also fit closely with child protection priorities regionally in Sub-Saharan Africa and globally over the course of the implementation. The focus on professionalization of the work force is, further, well aligned with the regional and global focus. Regional and global priorities have only recently changed and the development of the next NCPS is expected to take these into account.202

(EQ-Relevance 8)
How responsive was the Strategy to emerging global priorities over time?

(See conclusions section)

(EQ- Relevance 9)
Based on findings and lessons learnt globally and regionally (evaluation team will identify which findings and lessons learned will be covered here) what are key considerations to ensure and enhance the relevance of any future national strategy on child protection?

Effectiveness Evaluation Questions –

Main Question: To what extent has the approach and strategy to child protection been effective?

Summary of Responses:

- The NCPS formed the framework for a child protection system incorporating appropriate and relevant prevention and response services in a relatively short time. Contribution analysis indicates that the basic child protection systems structure exists.
- Many useful child protection approaches were developed and used across the child protection thematic areas.
- Direct community actions were generally conceptually sound, well organised, mostly well targeted.
- The need for using a feedback loop across and between levels to improve the system that is an important part of the systems approach had not sufficiently been considered during implementation.
- Indicators do not adequately capture the effectiveness of the many useful and interesting results from the many interventions.
- Analysis of progress against key indicators shows that 6 of the 13 indicators have been achieved. Three targets were partially achieved. Two targets on violence remain inconclusive because the NCPS does not define which indicators of violence are a priority and should be tracked. Two targets not yet achieved: child labour and on number of communities adopting protective child protection

202 EQ Relevance 7, 8.
**Effectiveness 1**
Are the strategies outlined in the document implemented? (i.e. the approaches) If yes, to what extent were these strategies implemented?

The Evaluation Team has concluded that the NCPS has contributed to positive changes to child protection in Malawi though some strategies outlined in the document were implemented to varying degrees depending on the available resources.

**Effectiveness 2**
Have the objectives of the Strategy been achieved based on the original design (i.e. the measurable results)

Analysis of progress against key indicators shows that **6 of the 13 indicators can be said to be achieved.** Two other targets had been dropped after the Midterm Evaluation.

The achieved targets are on:
1. Number of children and women benefiting from a comprehensive child protection package
2. Number of children accessing Community-based Childcare Centres
3. Reduction in the number of children in alternative care institutions
4. Number of vulnerable children aged 6-18 utilizing Children’s Corners annually
5. Number of districts operating a comprehensive child protection model
6. Number of children on ARVs (anti-retroviral) with a case plan linking up the health and welfare sector

**Effectiveness 3**
Has the objective of establishing an operational National Child Protection System been achieved? (That is, to improve national efforts to reduce violence, abuse, exploitation, neglect and the impact of HIV on children?)

The NCPS has formed the framework to forge a child protection system incorporating appropriate and relevant prevention and response services in a relatively short time. Although much remains to be done and improvements in functioning and scaling up are important, the basic child protection systems model exists.

**Effectiveness 4**
What gaps in the Strategy's objectives remain, if any?

Gaps in the objectives of NCPS are mostly regarding the need to place more emphasis on particular categories of vulnerable children.

**Effectiveness 5**
What were the contributions of the following to the implementation of the Strategy:

- UNICEF
- Government
- Development partners
- NGOs,
- Academia

Results showed that the highest contribution was from the combination of Government and UNICEF coordination. This was followed by Government implementation (27%) of actions. This was in turn followed by UNICEF funded implementation which scored 23%. Other implementers outside Government and those to which UNICEF contributed support were averaged at 17%.

Special note: with regard to academia, contribution was mostly in the area of providing education to social welfare and related officers and to conduct some of
<table>
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<th>Private sector</th>
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<tr>
<td>To what extent was UNICEF's work in the country an added value within the child protection system in Malawi?</td>
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<td>the research. The private sector funded some of the child labour initiatives, including the Eliminating Child Labour in Tobacco Growing Foundation and Japan Tobacco International.</td>
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<th>(EQ-Effectiveness 6)</th>
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<tr>
<td>How, did the Strategy influence coordination and implementation of the various <strong>policies</strong> on children across sectors?</td>
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<td>Though several coordinating bodies existed before the NCPS, the influence of the NCPS in this regard is visible in the functioning of the coordination and implementation bodies working on various policies and legal instruments.</td>
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<th>(EQ-Effectiveness 7)</th>
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<tr>
<td>How, did the Strategy influence coordination and implementation of the various <strong>legal instruments</strong> on children across sectors?</td>
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<td>One of the key areas of focus of the NCPS is in the area of strengthening the enabling environment for improved child protection of the children of Malawi. This entails the further development, coordination and implementation of Regulatory, Policy and Planning Frameworks. The Child Protection District Implementation Plans (DIP) that the Evaluation Team reviewed noted important priorities and appeared relatively well structured and adapted for the local context.</td>
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<th>(EQ-Effectiveness 8)</th>
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<td>Did the <strong>districts adopt</strong> the Strategy effectively for its effective implementation at district and community levels? If yes, which districts adapted it? How did they adapt it?</td>
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<td>The view of most interviewees is that the good architecture which is in place for responding to VAC has allowed for the building of structures and systems at District and community levels.</td>
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<th>(EQ-Effectiveness 9)</th>
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<td>How were the <strong>district systems monitored</strong>?</td>
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<td>While the Government, donors and implementing agencies do monitor the work at district and community level, this is done to varying degrees and frequency. Monitoring is mostly done through field visits and review of progress reports. Insufficient resources mean that field visits are not sufficiently frequent for adequate monitoring, particularly in remote locations.</td>
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<th>(EQ-Effectiveness 10)</th>
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<td>(Conclusions section)</td>
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Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the effectiveness of any future national strategy on child protection?

### Impact Evaluation Questions

**Main Question:** To what extent has the Strategy contributed to the reduction (or lack thereof) in child abuse, neglect, exploitation and violence?

**Summary of Responses:**

- The expected medium to long term impact of the NCPS is good, resources permitting.
- Statistical data analysis to determine impact is limited by the quality and frequency of data sources. More and better data is needed in a future NCPS.
- Overall awareness has increased, concrete steps were bearing results with often strong local child protection committees and committed child protection workers.
- A comparative analysis was only able to show statistical impact in two areas: reduction in violence against women and early marriages in UNICEF supported districts.
- The NCPS did have an impact on coordination though (as stated) this tended to be more focused on planning and information exchange and less on synergistic joint activities and adapting the system.

(EQ-Impact 1)

To what extent has the Strategy contributed to the reduction (or lack thereof) in child abuse, neglect, exploitation and violence? (note these would be the intended impacts)

| The expected medium to long term impact of the NCPS is good, resources permitting. Overall awareness has increased, concrete steps were bearing results with strong local child protection committees. Statistical data analysis to determine impact is limited by the quality and frequency of data sources. A comparative analysis was only able to show statistical impact in two areas, reduction in violence against women and early marriages in UNICEF supported districts. More and better data is needed in a future NCPS |
Some of the shorter-term impacts\textsuperscript{\ref{impact2}} were combined with results analysis of the NCPS targets and have already been discussed in the Effectiveness Section under the Sub-section on the Detailed Analysis of Effectiveness in Key Areas. The statistics covered in the Sub-section include discussion of some impact indicators. Here we focus primarily on overall longer-term impacts and district results as required under the Impact questions Section of the Evaluation Terms of Reference.

| EQ-Impact 2 | What are the unintended impacts from the Strategy? If any unintended results, how did these come about? | No notable unintended impacts of the NCPS were identified. Unexpected environmental emergencies, such as droughts, occurred. Such situations can affect the impact of the implementation of the NCPS and issues around child protection. Government and development partners undertook steps to mitigate some of the risks to child protection that may result from these environmental emergencies. |
| EQ-Impact 3 | What has been the impact of the Strategy in the performance of the districts in the delivery of services for children? | It has not been possible to scientifically determine the extent to which there are clear variations by district based on the available monitoring and DHS or MICS data. Only two subjects tended to show a statistical difference between UNICEF and non-UNICEF supported districts (percentage of women who experienced violence and early marriages). It was not possible to ascertain variations\textsuperscript{\ref{impact4}} between the different UNICEF districts either, mostly due to challenges regarding the quality of indicators, and the type and frequency of data collected. |
| EQ-Impact 4 | Have there been variations by district? If any, what are they? What lessons can be drawn for future programming? | It was not possible to ascertain variations between the different UNICEF districts either, mostly due to challenges regarding the quality of indicators, and the type and frequency of data collected. |
| EQ-Impact 5 - To what extent did the strategy foster coordination among key actors? | The Evaluation Team concluded that there is evidence that the NCPS fostered coordination among stakeholders at all levels and between levels. (Presented in the coordination section under Effectiveness) |

\textsuperscript{203} EQ-Impact 1 and 2

\textsuperscript{204} EQ- Impact 4
Efficiency Evaluation Questions -
*Main Question: To what extent were the operational mechanisms and capacities efficient at district and country levels?*

*Summary of Responses:*
- The NCPS was generally implemented efficiently with the available resources. They were well allocated and implementing staff and volunteers maximised the way that they could use the resources.
- The efficiency and quality of monitoring was not strong. The efficiency and quality of community level monitoring of activities and case management was particularly challenging.

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<tr>
<th>(EQ-Efficiency 1)</th>
<th>What components of the Strategy were achieved or delivered with <strong>best value</strong> for money? In what specific ways?</th>
<th>In terms of NCPS components and best value for money, it is very difficult to ascertain this objectively. Key stakeholders have different opinions on what they considered important as much of this depends on their area of principal expertise. Nevertheless, even where funding for birth registration was comparatively limited as compared to the work to be done, this was seen an area with &quot;good value for money.&quot;</th>
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<tr>
<td>(EQ-Efficiency 2)</td>
<td>Were the components of the Strategy implemented <strong>on time</strong> in accordance with the planning. If not, which components were not and why?</td>
<td>Most of the strategy components were implemented on time in accordance with planning as far as this was possible in terms of the availability of resources.</td>
</tr>
<tr>
<td>(EQ-Efficiency 3)</td>
<td>Could the same results have been achieved at a lower cost?</td>
<td>Overall, the same results could not have been achieved at a lower cost. While in some instances there could have been greater efficiency by creating more joint actions across sectors and agencies, efforts to maximise available funding were strong.</td>
</tr>
<tr>
<td>(EQ-Efficiency 4)</td>
<td>Could better results have been achieved with the same cost by using different instruments, partnerships, or approaches?</td>
<td>Key stakeholders did not believe better results could have been achieved with the same cost using different instruments or approaches. Triangulating with progress reports, the Evaluation Team agrees with this view. There were, however, many comments about the need to create more partnerships and synergies to plan implement, monitor and evaluate specific child protection actions.</td>
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</table>
**Based on the Malawi findings as well as lessons learnt globally and regionally, what are key considerations to ensure and enhance the efficiency of any future national strategy on child protection?**

**Gender and equity evaluation questions-**

*Main Question: To what extent was the Strategy gender responsive?*

**Summary of Responses:**

- The common view of evaluation interviewees and as triangulated with progress reports and research reviews is that the NCPS has pushed the country’s agenda on gender equality forward.
- The extent to which equity regarding the most vulnerable children was addressed in practice was variable and needs more attention in the future while maintaining a systems child protection based approach. Integration of a new NCPS with existing plans and strategies on vulnerable children would support this approach.

**How did the strategy address gender and equity issues?**

Separate out gender and equity; discuss issues on vulnerable children separately: orphans, children with disabilities, ultra-poor and others

The NCPS mainstreamed gender and rights issues into the overall strategy including statements such as, “building the capacity of training institutions to design, run, monitor and evaluate competency-based training that is both gender-sensitive and rights-based.”\(^{205}\)

**What specific gender issues affected the delivery of results for boys and girls?**

Both girls and boys are affected by all child protection related issues. Violence is against women and girls is especially notable (though boys are also affected), child marriage affects more girls, reproductive rights of girls (but also boys), etc. Delivery of services was adapted according to the different gender related issues though certain aspects could have increased more focus on the special situation of boys.

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<table>
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<th>(EQ-Gender Equity 3) How gender responsive were the resources allocated to implement the strategy</th>
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<tr>
<td>The extent to which the resources allocated to implement the NCPS are gender responsive is difficult to ascertain due to lack of specific mention in the budgets.</td>
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<tr>
<th>(EQ- Gender Equity 4 – added by Evaluation Team) Services and programme interventions responsive</th>
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<tbody>
<tr>
<td>The common view of evaluation interviewees and as triangulated with progress reports and reviews is that the NCPS has pushed the country’s agenda on gender equality forward. The extent to which equity regarding the most vulnerable children was addressed in practice was variable, however.</td>
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<tr>
<th>(EQ-Gender Equity 5) What lessons can be drawn to inform future programming?</th>
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<tr>
<td>(Conclusions section)</td>
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</table>

**Sustainability Evaluation Questions -**  
*Main Question: To what extent are the systems and mechanisms instituted to implement the Strategy sustainable over time?*  
**Summary of Responses:**  
- Sustainability of the NCPS is most notably visible in the development of the overall child protection system structure with all of its components. Strengthening case management approaches and coverage are key in this regard.  
- Strengthened coordination and an increase in joint actions across agencies and thematic areas could help leverage systems strengthening initiatives for sustainability.  
- Government allocations are critical to reduce donor dependence.  

<table>
<thead>
<tr>
<th>(EQ-Sustainability 1) What were the strengths of the systems instituted to implement the Strategy regarding sustainability and how sustainable are they in practice?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regarding sustainability, the strength of the NCPS is most notably the development of the overall child protection system with all of its components. The development of the child protection systems approach and its case management, capacity strengthening and other components are key in this regard.</td>
</tr>
</tbody>
</table>

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206 EQ-Gender Equity 3  
207 EQ-Gender Equity 5 is discussed throughout the section.
<table>
<thead>
<tr>
<th>(EQ-Sustainability 2)</th>
<th>The Evaluation Team found that overall, district leadership assisted to sustain the results on child protection though they expressed fears that resources will never be sufficient to really address all of the child protection needs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>What are the remaining challenges of the systems instituted to implement the Strategy?</td>
<td></td>
</tr>
<tr>
<td>(EQ-Sustainability 3)</td>
<td>To the extent that integration with other sectors has occurred, such as in the area of Safe Schools and Birth Registration, it contributes to sustainability. This is an aspect that needs further coordination improvement and concrete joint activities to reach the objectives.</td>
</tr>
<tr>
<td>How integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, Police, Local Government) were the CP programmes? If there is integration with other sectors, how does this contribute to sustainability?</td>
<td></td>
</tr>
<tr>
<td>(EQ-Sustainability 4)</td>
<td>Strengthened coordination and an increase in joint actions across agencies and thematic areas could help leverage systems strengthening initiatives for sustainability. These can particularly be linked to the District Systems strengthening initiatives through a better mapping of “who does what” on child protection in Malawi.</td>
</tr>
<tr>
<td>(EQ-Sustainability 5)</td>
<td></td>
</tr>
<tr>
<td>What other systems strengthening initiatives are in place that could be leveraged for sustainability? How can these be linked to the District Systems Strengthening initiatives?</td>
<td></td>
</tr>
<tr>
<td>(EQ-Sustainability 6)</td>
<td>The Evaluation Team found that overall, district leadership assisted to sustain the results on child protection though they expressed fears that resources will never be sufficient to really address all of the child protection needs.</td>
</tr>
<tr>
<td>To what extent did district leadership assist to sustain the results on child protection?</td>
<td></td>
</tr>
<tr>
<td>(EQ-Sustainability 7)</td>
<td>At current levels, the Government’s allocations cannot financially and programmatically sustain the established CP systems and their components into the future.</td>
</tr>
<tr>
<td>Can the government financially and programmatically sustain the established CP systems and their components into the future?</td>
<td></td>
</tr>
<tr>
<td>(EQ-Sustainability 8)</td>
<td>The partners that are critical for Government to partner with to ensure sustainability of child protection interventions in the future include the international donor community and the Government because of the on-going resource related issues.</td>
</tr>
<tr>
<td>Which partners are critical for government to partner with to ensure sustainability of child protection interventions in the future?</td>
<td></td>
</tr>
</tbody>
</table>

**Scalability**

*Main Question: To what extent can the strategy be replicated?*

---

208 (EQ-Sustainability 6)
**Summary of Responses:**

- The development of the case management, capacity strengthening, district and community support and other components are key in this regard. Challenges are not so much with the system itself—though strong feedback loops are needed—as with the requirement to invest more resources to ensure it is well implemented and is scaled up.

<table>
<thead>
<tr>
<th>(EQ-Scalability 1)</th>
<th>The approaches that have been implemented as part of the NCPS all have potential for scaling up and/or replication. They provide tested means that fit well in a national child protection system. Naturally, adaptation, innovation and additional approaches can be added as part of a continual renewal and strengthening process.</th>
</tr>
</thead>
<tbody>
<tr>
<td>What components of the Strategy have potential for scaling and/or replication? Why and how?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>(EQ-Scalability 2)</th>
<th>As representative of the Malawi people, the Government of Malawi has the most important say in how and who should be involved to ensure child protection. The repeated note of national and district Government staff that the actions need to come in response to the identified needs was clearly sounded throughout the evaluation. There are no activities where either Government or agencies by themselves are better positioned to scale up and replicate child protection actions from the NCPS 2012-2018 period. Rather, it is collaboration that is the most important with individual entities contributing their own expertise in a coordinated manner.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Which components can be better scaled up/replicated by:</td>
<td></td>
</tr>
<tr>
<td>- government partners only</td>
<td></td>
</tr>
<tr>
<td>- other agencies only</td>
<td></td>
</tr>
<tr>
<td>- both government and other agencies at national, regional and global levels?</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Conclusions Evaluation Question</th>
<th>Conclusions Section</th>
</tr>
</thead>
<tbody>
<tr>
<td>EQ-Conclusions 1 (originally under Impact heading in ToR moved here for clarity and structuring conclusions) Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the impact of any future national strategy on child protection?</td>
<td></td>
</tr>
</tbody>
</table>
## Interviews and Focus Groups Completed by Type

<table>
<thead>
<tr>
<th>Agency Name</th>
<th>Details</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Lilongwe National and Lilongwe District (Central Region)</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Government</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Gender, Children, Disability and Social Welfare (MoGCDSW)</td>
<td>Principal Secretary, Dr. Esmie Kainja</td>
<td>20 06</td>
</tr>
<tr>
<td></td>
<td>Director Child Affairs, McKnight Kalanda</td>
<td>29 06</td>
</tr>
<tr>
<td></td>
<td>Planning Department, Ahmad Mmadi</td>
<td>28 06</td>
</tr>
<tr>
<td></td>
<td>Chief Social Welfare Officer, Dina Gumulirwa</td>
<td>19 07</td>
</tr>
<tr>
<td></td>
<td>Planning Department, Harry Satumba</td>
<td>20 06</td>
</tr>
<tr>
<td></td>
<td>Monitoring and Evaluation Officer, Sangwani Chilongo</td>
<td></td>
</tr>
<tr>
<td>Ministry of Education</td>
<td>Gender Specialist, Fiona Nguluwe</td>
<td>20 07</td>
</tr>
<tr>
<td>Ministry of Justice</td>
<td>Chief Advocate, Pacharo Kayira</td>
<td>30 07</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td>Non-communicable diseases, Jonathan Chiwanda</td>
<td>09 07</td>
</tr>
<tr>
<td>National Police</td>
<td>Child Protection Officer, Alexander Ngwala</td>
<td>10 07</td>
</tr>
<tr>
<td>National Registration Bureau</td>
<td>Dr Elvis Salagi; Dr Sethi (cross check card with positions)</td>
<td>29 07</td>
</tr>
<tr>
<td>Lilongwe District</td>
<td>Social Welfare Officer, Jean Nthengwe And G Matamula</td>
<td>09 07</td>
</tr>
<tr>
<td><strong>UNICEF</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Representative, Johannes Wedenig 2018</td>
<td>10 07</td>
<td></td>
</tr>
<tr>
<td>Child Protection Section Chief, Afrooz Kaviani Johnson</td>
<td>27 06 &amp; 10 07 &amp; 11 07</td>
<td></td>
</tr>
<tr>
<td>Former Child Protection Section Chief, Bruce Grant</td>
<td>22 08</td>
<td></td>
</tr>
<tr>
<td>Name</td>
<td>Position</td>
<td>Date</td>
</tr>
<tr>
<td>---------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td>Former Child Protection Section Chief, Nakali Maksud</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Child Protection Specialist, Malla Mabona</td>
<td></td>
<td>27 06</td>
</tr>
<tr>
<td>Child Protection Specialist Veronica Aviati</td>
<td></td>
<td>24 08</td>
</tr>
<tr>
<td>Child Protection Officer, Alexander Mwale</td>
<td></td>
<td>27 07</td>
</tr>
<tr>
<td>Social Policy and Economic Specialist, Bob Muchabaiwa</td>
<td></td>
<td>19 07</td>
</tr>
<tr>
<td>Child Protection Officer, John Njunga</td>
<td></td>
<td>17 07</td>
</tr>
<tr>
<td>Child Protection Officer, Martin Nkuna</td>
<td></td>
<td>10 07</td>
</tr>
<tr>
<td>Child Protection Officer, Miriam Kaluwa</td>
<td></td>
<td>20 07</td>
</tr>
<tr>
<td>Social Protection Specialist, Celine Felix; Social Protection Officer, Sophie Shawa</td>
<td></td>
<td>19 07</td>
</tr>
<tr>
<td>Research and Evaluation Specialist, Mekonnen Woldegorgis</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**International and National Development Partners Based in Lilongwe**

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Position</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action Aid Malawi headquarters</td>
<td>Women's Rights Theme Manager, Chikumbutso Ngosi; Project officer – safe schools (Lilongwe and Dedza), Thandizo Kamowa</td>
<td>09 07</td>
</tr>
<tr>
<td>Centre for Human Rights Rehabilitation (CHRR)</td>
<td>Executive Director, Timothy Mtambo</td>
<td>26 07</td>
</tr>
<tr>
<td>Chisomo Children's Club</td>
<td>Centre Manager, Irene Ngomano</td>
<td>29 06</td>
</tr>
<tr>
<td>Catholic Relief Services (CRS)</td>
<td>Fidelis Migowa Programme Manager</td>
<td>21 07</td>
</tr>
<tr>
<td>Fountain for Life (FOL)</td>
<td>Chief Operating Officer, Sylvia Namakhwa</td>
<td>24 06</td>
</tr>
<tr>
<td>ILO</td>
<td>National Programme Coordinator, Charles Nangwale</td>
<td>23 07</td>
</tr>
<tr>
<td>IOM</td>
<td>National Officer, Mixed Migration</td>
<td>17 08</td>
</tr>
<tr>
<td>Nkhoma Synod</td>
<td>Director, Rev Richard Kapanda</td>
<td>09 07</td>
</tr>
<tr>
<td>Paralegal Advisory Service (PASI)</td>
<td>Director, Clifford Msiska</td>
<td>19 07</td>
</tr>
<tr>
<td>UNFPA</td>
<td>Gender Programme Officer, Beatrice Kumwenda</td>
<td>10 08</td>
</tr>
<tr>
<td>UNHCR</td>
<td>Child Protection Officer, Patricia Kambewa</td>
<td>09 08</td>
</tr>
<tr>
<td>UN Women</td>
<td>Specialist for the Elimination of Violence against Women and Girls, Habiba Osman</td>
<td>10 08</td>
</tr>
<tr>
<td>USAID</td>
<td>Activity Manager, Antonio Kasote</td>
<td>27 06</td>
</tr>
<tr>
<td>World Relief</td>
<td>Director, Gibson Nkanaunena</td>
<td>24 07</td>
</tr>
<tr>
<td>World Vision</td>
<td>Child Protection Officer, Lonnex Kachamba</td>
<td>28 06</td>
</tr>
<tr>
<td>Dedza District (Central Region)</td>
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</tr>
<tr>
<td><strong>District Government</strong></td>
<td><strong>Social Welfare Officer, Simwaka Hellen</strong></td>
<td>30 06</td>
</tr>
<tr>
<td></td>
<td><strong>Planning Director, Emmanuel Sohana</strong></td>
<td>03 07</td>
</tr>
<tr>
<td></td>
<td><strong>Department of Education Team:</strong></td>
<td>03 07</td>
</tr>
<tr>
<td></td>
<td>Primary Education Advisor, Edward Mkutumula; Senior Inspector, Ottomie Msuma; Senior Inspector, Katungwe Anna; OSHNHA, Kadya Macdevex</td>
<td></td>
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<tr>
<td></td>
<td><strong>Department of Labour Officer, Felix Mpaka</strong></td>
<td>03 07</td>
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<tr>
<td></td>
<td><strong>Senior Assistant Committee Service Officer Judiciary, Austen Maere</strong></td>
<td>03 07</td>
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<td></td>
<td><strong>Department of Youth And Sports, District Sports Officer, Makawa Janet Assistant District Youth Officer, Emmanuel Sohana</strong></td>
<td>03 07</td>
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</tbody>
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<table>
<thead>
<tr>
<th>Development Entities based in Dedza District</th>
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<tbody>
<tr>
<td><strong>World Vision</strong></td>
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<tr>
<td><strong>Community Level Entities</strong></td>
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<table>
<thead>
<tr>
<th>Ntcheu District (Central Region)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>District Government</strong></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Entity Type</td>
</tr>
<tr>
<td>-----------------------------------------</td>
</tr>
<tr>
<td>Department of Education Manager</td>
</tr>
<tr>
<td>Labour Officer</td>
</tr>
<tr>
<td>District Youth and Sports Officer</td>
</tr>
<tr>
<td>Department of Gender Officer</td>
</tr>
<tr>
<td>Police Child Protection Officer</td>
</tr>
<tr>
<td>Traditional Authority</td>
</tr>
<tr>
<td>Traditional Authority Victim Support Unit</td>
</tr>
<tr>
<td>Youth Net and Counselling (YONECO)</td>
</tr>
<tr>
<td>Community Level Entities</td>
</tr>
<tr>
<td>Community Victim Support Unit</td>
</tr>
<tr>
<td>Children’s Corner</td>
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<tr>
<td>Children's Corner</td>
</tr>
<tr>
<td>Victim Support Unit</td>
</tr>
<tr>
<td><strong>Mzimba District (Northern Region) and Development Entities Located Mzimba</strong></td>
</tr>
<tr>
<td>District Government</td>
</tr>
<tr>
<td>Social Welfare Officer, Chisanga Edward</td>
</tr>
<tr>
<td>Desk Office Primary Education, Eddah B. Tchuwa</td>
</tr>
<tr>
<td>Child Justice Magistrate, Lilian Munthali</td>
</tr>
<tr>
<td>Child Justice Prosecutor, Sub Inspector Lyson Kachikondo</td>
</tr>
<tr>
<td>Youth and Sports Officer, Yonysa Ngwira</td>
</tr>
<tr>
<td>One Stop Centre</td>
</tr>
<tr>
<td>Social Welfare Assistant-inern, Ngwira Flora, Psychiatric Nurse/Midwife, Kambuzi Vidah; Trauma Counsellors Fountain Of Life, Davie Msopa and Modecai Nkhonjira</td>
</tr>
<tr>
<td><strong>Development Entities</strong></td>
</tr>
<tr>
<td>Livingstonia Synod Church and Society</td>
</tr>
<tr>
<td><strong>Community Level Entities</strong></td>
</tr>
<tr>
<td>Foundation for Children’s Rights</td>
</tr>
<tr>
<td>Child Protection Committee</td>
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<tr>
<td>Victim Support Unit</td>
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<tr>
<td>Child Protection Committee</td>
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<tr>
<td>Children's Corner</td>
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<tr>
<td>CBO Child Based Organisation</td>
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<tr>
<td>Children Corner</td>
</tr>
<tr>
<td>Child Protection Committee</td>
</tr>
<tr>
<td>Community Based Child Care</td>
</tr>
<tr>
<td>Livingstonia Synod</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Ekwendeni Youth Counselling</td>
</tr>
<tr>
<td>Organisation (Eyco)</td>
</tr>
<tr>
<td>Community Victim Support Unit</td>
</tr>
</tbody>
</table>

**Blantyre District and Development Entities Located in Blantyre (Southern Region)**

**District Government**

<table>
<thead>
<tr>
<th>District Social Welfare Office</th>
<th>Social Welfare Officer Child Protection Lead, Trophina Limbani</th>
<th>02 07</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical Working Group, Child Protection</td>
<td>District Education Manager, Chipanda Paul; Blantyre Synod OVC Manager, Phokoso Sewa; Head of Programme, Arnold Limbani; Save the Children, Area Operations Manager, Frank Mwafulirwa</td>
<td>03 07</td>
</tr>
<tr>
<td>Technical Working Group on Reintegration of children from Childcare Institutions</td>
<td>25 members were met from a range of care institutions/orphanages including representatives from Samaritan Trust; Aquand Lifeline; SOS Children's Village; Chombo Children’s Home; Stephanos Foundation</td>
<td>02 07</td>
</tr>
<tr>
<td>One Stop Centre</td>
<td>Social Welfare Worker, Chikumbutso Sosalifu; Child protection Officer, John Manimba; HIV testing Counsellor, Grace Ngulube; Police Officer, Isaac Chinzi; Counsellor, Florence Manyazu; Nurse, Florence Cheppo; Nurse, Lucy Mdeza</td>
<td>03 07</td>
</tr>
</tbody>
</table>

**Blantyre Based Development Entities**

<table>
<thead>
<tr>
<th>Byounique (Child Justice, NGO)</th>
<th>Director, Anita Tiggelaar</th>
<th>16 07</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Justice Forum</td>
<td>National Coordinator and Programme Officer, Ben Mbvundula</td>
<td>13 07</td>
</tr>
<tr>
<td>Youth Net and Counselling (YONECO)</td>
<td>Child Helpline, IT Service Manager, Zomba, Panji Harawa</td>
<td>06 07</td>
</tr>
</tbody>
</table>

**Community Level Entities**
| Child Protection Committee       | Talangira          | 02 07 |
| Children's Corner               | Talangira          | 02 07 |
| Community Victim Support Unit   | Chigaru            | 30 06 |

**Children’s Corner**

**District Government**

- Social Welfare Officer, Bertha Mijoya 03 07
- Community Police Station, Child Protection Desk Officer 06 07

**One Stop Centre**

- Clinical officer, Martin Hara; Nurse Daye Bandaro; Fountain for Life Counsellor, Eruby Richard 06 07

**Machinga based Development Entities**

- Action Aid: Machinga Project Manager, Philip Mukuzi 04 07
- Emmanuel International: Programme Coordinator, Cholinga Mailosi 04 07

**Community Level Entities**

- Child Protection Committee: Kawinga 05 07
- Child Protection Committee: Mundundundu 17 07
- Children’s Corner: Chamba 06 07
- Community Based Child Care Centre: Chamba 04 07
- Community Victim Support Unit: Kawinga 05 07

**District Government**

- Social Welfare Officer, Mrs. Mahata
- Clinician, 10 07
- Sargent, George Sinalo

**Chikwawa District (Southern Region)**

**Chikwawa Based Development Entities**

- SOS Children’s Village: Social Worker, Evance Kalambule 10 07
- GOAL Malawi: Area Coordinator, Lonnex Chalwita 09 07

**Community Level Entities**

- Community Based Child Care Centres: Njereza Chikwawa 10 07
- Community Child Protection Committee: Chimoto 10 07
- Centre for Alternatives for Victimised Women and Children (CAVWOCC) CBO: Project Officer, Florence Chirunga; Field Officer, Patrick Bozala 09 07
- Community-based childcare centres Care Givers: Chimoto 10 07
Annex 3 – Detailed Malawi Context

Demographic Outlook. The Republic of Malawi is a presidential democratic republic, situated in South-East Africa, bordering Tanzania, Zambia and Mozambique. Divided into 28 districts and three regions (north, central and south), Malawi has an estimated 17.2 million, 52% of whom are female and 46% are under the age of 15, for a total 7.9 million of children. The population is projected to grow to 19.4 million by 2022. At the current rate of growth, it is estimated that the population will triple by 2050, with enormous strain on all sectors.\(^{209}\) Malawi is one of the fastest urbanizing countries in the world (3.77% growth rate) despite the fact that only 15% of the population currently lives in the urban areas while approximately 80% of the population lives in rural areas. The high population growth rate has produced a growing demand for national resources, jobs and social services. According to the MDGS III, Malawi’s population growth rate poses a threat to progress through impacts on various development sectors. For instance, diminishing availability of land per holder coupled with weather-related shocks continue to affect agricultural production. Consequently, Malawi’s food production is variable year to year.

Economic context. Malawi has a narrow-based economy, heavily relying on agriculture, which accounts for about one-third of Growth Domestic Product (GDP) and 90% of export revenues. The economy of Malawi continues to be strongly dependent on development assistance from international donors, thus it is vulnerable to its fluctuations and to external shocks in general\(^{210}\). The country is also classified as “low-income” in the World Bank’s (WB’s) classification; its GDP Public Private Partnership (PPP) was USD 21,15 billion in 2016 and it ranks 47 out of 178 in the fragile states index\(^{211}\). According to UNICEF\(^{212}\), more than half of Malawi’s population live below the national poverty line, while 22% are ultra-poor, living under 0.20 USD per day and 10% are ultra-poor and at the same time labor constrained.

Poverty affects women and children disproportionately. Sixty-three percent of Malawi’s children are deprived of basic needs such as access adequate nutrition, quality education, safe drinking water, sanitation facilities and health. Of the 63 per cent of children who live in deprivation, 94 per cent live in the rural areas\(^{213}\).

Out of the total, 1.8 million children (53% girls and 47% boys) live in very vulnerable situations, either do not live with their biological parents or live in households where no adult has had at least primary school, or are single or double orphans. Over 1 million children - 55.5% are girls and 44.5% boys- are not living with their biological parents. It is estimated that around 12,000 live in child-headed households. About 10,000 are in institutional car and of these 46.5% are girls and 53.5% boys.\(^{214}\)

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\(^{209}\) MDGS III


\(^{211}\) Fragile State Index, http://fsi.fundforpeace.org/, accessed May 2018


\(^{213}\) Ibid

Environmental issues and natural disasters. Malawi has historically experienced recurring drought and floods conditions that have severely affected agriculture production (with its concomitant downward impact on GDP growth). In 2015, floods affected 1.1 million people and displaced 374,000 people with 106 deaths and 172 people unaccounted for. The post disaster risk assessments (PDNA) conducted after the disaster revealed total damages and losses of 145.6 billion. In 2017, for instance, was marked by the aftermath of two consecutive years of prolonged dry spells and floods, which have led to the depletion of people’s livelihood assets and 1,043,000 people remained food insecure.

Situation analysis of children in selected key areas

Child vulnerability. The Government of Malawi has made significant progress to improve child wellbeing in various areas including child health, nutrition, early childhood development, basic and primary education. Nevertheless, vulnerability and deprivation among children remain very high. HIV affects child vulnerability. Socio-economic factors such as poverty, inadequate education of caregivers, orphan status and poor living arrangements pose other challenges. Family dysfunction and the weakening of traditional family coping mechanisms at community level resulting from social change are additional issues that cause difficulties. The National Plan of Action for Vulnerable Children in Malawi, 2015 states that there are “statistical significant associations between vulnerability determining factors and higher levels of violence, child labour, early marriage, early sexual debut and teenage pregnancy and lower levels of education attendance and health outcomes.”

Child poverty. It is estimated that 47% of children have no access to three basic material needs (i.e. a blanket, one pair of shoes and more than one pair/set of clothing) and that one in every eight children are not living with their biological parents even if their parents are alive. According to a report that UNICEF produced in 2016, “63 percent of children are multidimensional poor in Malawi.” One third of all children in Malawi suffer both severe individual deprivation and live in households that have few resources to access goods and services on their behalf.

Food insecurity and malnutrition. Food insecurity persists, and malnutrition remains “a silent crisis”. According to findings of the Malawi Vulnerability Assessment Committee, 1,043,000 people remained food insecure in 2017. The Malawi Government 2015/2016 National Food Insecurity Response Plan indicates a linkage between food insecurity and child protection need. The plan cites the fact that the severity of the food insecurity likely

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218 National Plan of Action for Vulnerable Children in Malawi, 2015
219 National Plan of Action for Vulnerable Children in Malawi, 2015
220 UNICEF statistics info by country, 2012
221 Ibid
222 Ibid
223 Malawi Growth and Development Strategy II (MGDS II).
224 UNICEF (2017), Malawi Annual Report 2017
exacerbates the protection threats affecting children and other vulnerable groups. Specifically, the plan cites the threats/risks associated with susceptibility to sexual exploitation, abuse and neglect of children.\textsuperscript{225}

A huge number of children are affected by nutrition disorders, such as stunting, wasting and underweight, notably in rural areas. “The stunting (low height for age) prevalence rate among children under five is 37 percent. Aside from affecting height, stunting also hinders brain development, school performance, immunity and health. A recent Cost of Hunger in Africa (COHA) study for Malawi found that 10.3 percent of Gross Domestic Product is lost annually due to the effects of stunting”\textsuperscript{226}.

**HIV** rates are comparatively high, and the incidence of other epidemic diseases are also still high, with a high impact on vulnerable groups and children. Even if HIV levels declined by over 50% between 2002 and 2012, HIV infection rate is the ninth highest in the world at 9.1% and the country remains a UNAIDS top 10 priority country. It is estimated that over 1.3 million children have lost one or both parents, 770,000 of them due to AIDS\textsuperscript{227}. In 2014, 130,000 children under 14 were living with HIV\textsuperscript{228}. Further, there are nearly 160,000 children with disabilities\textsuperscript{229}.

**School attendance.** Various factors influence school attendance such as demographic pressures, high prevalence of HIV, and striking poverty resulting in lack of money for uniforms/clothes and learning materials.\textsuperscript{230} The HIV prevalence, for instance, dramatically affects the development of the education sector because of the deaths of both teachers and parents. The impact of HIV increases teachers’ absenteeism and the number of orphans, who were less likely to go to school than children with both parents. School environments discourage girls and boys from attending class because of overcrowded classrooms, an absence of sports and play areas, shortages of teaching and learning material, low teacher morale and the lack water and separate toilets for boys and girls. Sexual harassment, corporal punishment and bullying often go unreported and threaten children’s safety and dignity.\textsuperscript{231}

Statistics revealed that 86% of females and 92% of males age 6 and over have ever attended school.\textsuperscript{232} According to the Malawi National Child Labour Survey Report (2015), of the children not in school, 23% were not allowed schooling by their family and for 29% school was located too far from their household’s dwelling.\textsuperscript{233} In rural areas, many plantations do not have schools on the premises and the long distances that must be travelled, often-on foot, to attend the nearest school commonly precludes attendance.\textsuperscript{234}

\begin{flushright}
\textsuperscript{225} Malawi Goverment (2015) Malawi Government 2015-2016 Food Insecurity Plan  \\
\textsuperscript{226} WFP accessed May 3\textsuperscript{rd}, 2018,  \\
\textsuperscript{227} UNICEF (2012), UNICEF statistics info by country  \\
\textsuperscript{228} In 2015, the Malawi Government estimated that 120,000 children aged between 0 and 14 years old were living with HIV. See Children’s corner assessment report, 2017  \\
\textsuperscript{229} Malawi Government, 2015; Children’s corner assessment Report 2017  \\
\textsuperscript{230} MHRC, Cultural Practices and their Impact on the Enjoyment of Human Rights, Particularly the Rights of Women and Children in Malawi  \\
\textsuperscript{231} The Situation of Women and Children, see https://www.unicef.org/malawi/children.html  \\
\textsuperscript{232} NSO (2017), Malawi Demographic and Health Survey 2015-2016  \\
\textsuperscript{233} Malawi National Child Labour Survey Report, 2015  \\
\textsuperscript{234} Ibid
\end{flushright}
According to the Malawi Demographic and Health Survey 2015-2016, for the majority of women, primary education is the highest level of schooling attended or completed; 67% of women have some primary education and 5% have completed primary education. Similarly, among men, 65% have some primary education and 6% have completed the primary education. Further, the same study revealed that 94% of girls age 6-13 attend primary school compared with 93% of boys. The net attendance ratio drops in secondary school: only 18% of girls and 17% of boys age 14-17 attend secondary school. Only 5% of females and 9% of males have completed secondary school or gone beyond secondary school.

Since 1995, the Gross Enrolment Ratio (GER) had decreased in primary education. In that year it was 152.25; in 2007, it was 123.9 (sic). In the same period, early childhood care and development showed a very high increase in the enrolment ratio (from 2 to 23%), while coverage in secondary education stayed stable (16%). Enrolment in adult literacy programs was only 1.074 learners per 100,000 inhabitants. Compared to other Sub Saharan African (SSA) countries, Malawi is performing worse in post primary levels and technical, entrepreneurial and vocational education and training (TEVET).

Early pregnancies, child marriages and cultural and socio-economics practices explain some of the disparities between boys and girls in secondary school. According to MHRC, in poor families, girls are more easily persuaded to have sex with men in exchange for cash or goods. This naturally increases the girls’ chances of becoming pregnant and consequently dropping out of school. Moreover, in their study, MHRC revealed that families prefer sending a boy to secondary school rather than a girl due for several reasons. In patrilineal societies, for instance, boys live in their home of birth after marriage and easily share the benefits of their education with their relatives. Girls are married away and are therefore under the influence of their husband in terms of control over property and benefits of their education.

**Gender equity, adolescent fertility, and violence.** Gender issues have become more mainstreamed in political dialogue and policies but major issues such as cultural bias, Gender-Based Violence (GBV), and scarce female representation in decision making bodies remain concerns.

There is widespread gender inequality in Malawi. The country ranks 173 out of 188 on the UN’s Gender Inequality Index (GII) and has the 8th highest child marriage rate in the world. Currently 1 in 2 Malawian girls is married before the age of her 18th birthday. The unequal status of women and girls in Malawi is shaped by interconnected factors of general poverty, discriminatory treatment of girls and women in the family and public lives and their vulnerability to HIV/AIDS.

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235 NSO (2017), Malawi Demographic and Health Survey 2015-2016
236 World Bank (Working paper no. 182), 2013: “The Education System in Malawi”. GER is a statistical measure (ratio) of the number of students who live in a country to those who qualify for the particular grade level. See also http://data.worldbank.org/indicator/SE.PRM.ENRR?locations=MW&view=chart
237 Ibid
238 MHRC, Cultural Practices and their Impact on the Enjoyment of Human Rights, Particularly the Rights of Women and Children in Malawi
239 USAID Malawi Gender Equality Fact Sheet
The Malawi Demographic and Health Survey 2015-2016 explored women’s empowerment in terms of employment, ownership of property, participation in decision making, earnings, control over earning and magnitude of earnings relative to those of their partners. The survey revealed that 70% of married women earn less than their husband. With regard to control over earnings, 24% of women reported that their husbands control decisions of how to use their earnings. 47% of women reported joint control over their cash earnings and 28% of women reported having sole decision-making powers over their own earnings. Participation in decision making initially increases with age from 38% among women age 15-19 to a peak 54% among women age 35-39. However, this percentage shows a slight decline for older women age 40-49. In such a fragile context, children are at risk of violence, exploitation, abuse and neglect, particularly specific population groups such as orphans, children in conflict with law and girls at risk of early marriage. While two out of three children are exposed to some form of violence, abuse, exploitation and neglect and only less than 10% of them receive some form of assistance.

Major drivers of abuse of children are attributed to the social, economic and ecological circumstances in which children find themselves. According to the vulnerability analysis, many children either drop out of school, enter into early and forced marriages or live in abusive situations. Sexual abuse, physical, and emotional violence commonly overlap in childhood in Malawi. Over half of females and approximately 70% of males aged 13 to 24 years experienced some form of violence prior to age 18. One third or more experienced two forms of violence, and 5-7% experienced all three forms of violence. 1 in 5 females have a history of childhood sexual abuse and 2 in 3 (among 13 to 17 year olds) had never taken an HIV test.

According to the same study, both females and males aged 13 to 24 years who experienced emotional violence or any sexual abuse prior to age 18 were significantly more likely to experience mental distress compared to those who did not experience emotional violence. Additionally, females who experienced sexual abuse or physical violence were significantly more likely to experience alcoholism, suicidal thoughts and to have STI symptoms compared with non-victims. Males who experienced sexual abuse or physical violence were significantly more likely to have ever intentionally hurt themselves, to have ever thought of suicide, or to have symptoms of STI compared to non-victims.

Girls are reportedly more exposed to violence than boys, it is estimated that 34% of women have experienced physical violence since age 15, and 20% have experienced sexual violence. Five percent of ever-pregnant women report experiencing physical violence during any pregnancy.

There are also harmful practices such as, in some localities, the ‘Fisi’ (hyena) culture – which entails the hiring of a man to have sex with the girl child to mark ‘sexual cleansing’ after her

240 NSO (2017), Malawi Demographic and Health Survey 2015-2016
241 Ibid
242 UNICEF (2012) UNICEF statistics info by country
243 MoGCSDW (2014), Report violence against children and young women in Malawi. Findings from a national survey 2013
244 Ibidem
245 NSO (2017), Malawi Demographic and Health Survey 2015-2016
first menstruation. Such harmful cultural practices take the form of sexual aggression and leave girls vulnerable to HIV/AIDS and emotional and psychological trauma.

Child Marriages. Girls are particularly vulnerable to child marriage. This practice not only often condemns them to a vicious cycle of poverty but it also renders girls more vulnerable to violence, and forced to bear children before they are physically and mentally prepared. A range of resources suggest that child brides are less likely to receive adequate medical attention while pregnant and child mothers are less likely to have the parenting skills to be able to care for their babies. Early marriage puts girls at further risk of HIV infection; girls and women in 15-24 age group account for 58% of infections. The increase of HIV/AIDS has also made a significant demand on the labour of the girl child at the household level.

According to UNFPA in Malawi, only 45 per cent of girls remain in school past the 8th grade. Malawi’s child marriage and adolescent birth rates are among the highest in the world, and young women remain vulnerable to unplanned pregnancy and HIV infection due to socio-cultural practices. High rates of child marriage also persist, with 46.7 per cent of girls married before the age of 18 and 9% before 15. This puts them at greater risk of dropping out of school, domestic violence and potential life-threatening health consequences of early pregnancy. Early marriage has specifically been shown to increase the risk of gender based violence including domestic and sexual violence.

The 2015-16 Malawi Demographic and Health Survey showed that 45.6% of girls in Malawi have begun child bearing by the age of 18. These factors expose them to a greater risk of experiencing adverse pregnancy outcomes and have a negative impact on their ability to pursuing educational opportunities as compared to young women who delay childbearing. Girls under 18 are more likely to die during pregnancy and childbirth than women in their twenties and this risk is five times higher for girls younger than 15 years. Malawi’s pre-term birth rate is the highest in the world, at 13 per cent and children born to very young mothers are at increased risk of sickness and death.

Child labour. According to the findings of the 2015 National Child Labour Survey (NCLS), 38 percent of children aged 5-17 are involved in prohibited work and among children in child labour, 60 percent were in hazardous work. The Southern region has the highest percentage of children involved in child labour (43.5% vs 33% in the central and northern region) and child labour is more common in rural areas. The 2015 NCLS results further indicate that the main sectors in which children work are: agriculture (72%), domestic work (23%) and wholesale and retail industry (3%).

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249 UNICEF (2017) UNICEF Annual Report


251 Children’s corner assessment report, 2017

The distribution of working children among these sectors highly differs in rural and urban areas. In rural areas children are more likely to be involved in work in agriculture, forestry and fishing industry (75% of the children age 5 to 17 years), than in urban areas (46 percent of the children age 5 to 17 years).\textsuperscript{253} Regarding school attendance, the results indicate that 8 percent of the working children were no longer in school and 5 percent have never attended school. For non-working children, the results show that 3 percent of the children were no longer in school while 10 percent have never attended school. The proportion of working children reportedly no longer in school was higher among females (9 percent) as compared to males (7 percent).\textsuperscript{254}

Children with Albinism. According to the WHO, albinism affects 1 in 5,000 to 15,000 people in Sub Saharan Africa. It is estimated that there are around 10,000 people with albinism living in Malawi. According to Amnesty International, there has been a rise in the abduction and killing of people with albinism due to the belief in a superstition that their body parts have magical powers and there is a growing demand for their body parts in Southern and Eastern Africa. This belief has been fuelled by superstition/witchcraft and many people will pay large sums of money for their body parts. This has allowed the trade in body parts to flourish.

Legal framework and internal treaties

\textit{International Juridical instruments}

At the international level, the government of Malawi has adopted most international and regional treaties and conventions on child rights. Malawi is one of the 196 States that have ratified the Convention on the Rights of the Child, together with the Optional Protocol on the sale of children, child prostitution and child pornography (OPSC) and the Optional Protocol on the involvement of children in armed conflict (OPAC)\textsuperscript{255}. With reference to women’s rights, in 1987 the government ratified the Convention on the Elimination of all Forms of Discrimination against Women. Even though the sale of human beings is already prohibited in the Constitution and legislation and Malawi ratified the OPSC protocol without any reservations, reports still arise with respect to practices that involve or are akin to the sale of children. Similar issues are reported also with regards of child prostitution and pornography but it is rare that information or statistics emerge regarding the malpractice\textsuperscript{256}.

In addition, Malawi is also a signatory to the SADC Charter on Fundamental Social Rights and, by virtue of its membership, is party to the SADC Code of Conduct on Child Labour. The key institution on matters falling under the OPSC is the Malawi Police Service which is a

\textsuperscript{254} Ibidem
\textsuperscript{255} OHCHR (2017), UN Child Rights Committee to review Malawi. Geneva
member of the Southern African Regional Police Chiefs Cooperation Organization (SARPCCO).  

<table>
<thead>
<tr>
<th>Malawi status concerning international juridical instruments258</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>INSTRUMENTS</strong></td>
</tr>
<tr>
<td>Optional CRC Protocol on Involvement of Children in Armed Conflict</td>
</tr>
<tr>
<td>Optional Protocol to CEDAW (1999) 35</td>
</tr>
<tr>
<td>Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages (1962)</td>
</tr>
<tr>
<td>Hague Convention on Protection of Children and Intercountry Adoption</td>
</tr>
<tr>
<td>Hague Convention on Civil Aspects of International Child Abduction</td>
</tr>
<tr>
<td>Convention Against Discrimination in Education (1960)</td>
</tr>
<tr>
<td>Rome Statute of the International Criminal Court</td>
</tr>
<tr>
<td>International Covenant on Civil and Political Rights (1966)</td>
</tr>
<tr>
<td>International Covenant on Economic, Social and Cultural Rights (1966)</td>
</tr>
<tr>
<td>Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984)</td>
</tr>
<tr>
<td>Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (2002)</td>
</tr>
<tr>
<td>Indigenous and Tribal Populations Convention (1957)</td>
</tr>
<tr>
<td>Convention Relating to the Status of Refugees (1951)</td>
</tr>
</tbody>
</table>

**National legislation**

At the national level, the Constitution of Malawi (1994, chapter IV, Section 23) provides the basis for the protection of all children. It sets specific provisions regarding equal treatment before the law, right to name, family name and nationality, right to know and be raised by their parents, right to be protected from economic exploitation or any treatment, work or punishment.

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258 For further information, see OHCHR (accessed 24.05.18), Ratification Status for Malawi.  
that is, or is likely to be hazardous, interfere with their education; or be harmful to their health or to their physical, mental or spiritual or social development.

However, in contrast with the provision of the UN Convention on the Rights of the Child, the Malawi Constitution, defined children as all individuals under the age of sixteen years.

In addition to the Constitution, several other pieces of legislation protect children in Malawi. The most notable statute that regulate child rights in Malawi is the Child Care Protection and Justice Act (CCPJA) 2010, which constitutes the backbone of the new normative framework for child protection and provides a strong normative foundation for the strengthening the national child protection system and improving the protection of children in Malawi259. This landmark legislation is divided into two main parts:

- The first one dealing with children in need of care and protection, and
- The other one ruling procedures to be applied with children suspected of having committed offences.

The Act accorded to social welfare offices and police a primary role in dealing with cases involving child protection, specifying their main responsibilities. The Act also includes three new bodies that will support enforcement: the Child Justice Courts, the Child Panels, and the Child Case Review Board. In this way, the Act filled the gap left open by the Children and Young Persons Act (1964), which focuses on children in conflict with the laws, not proving specific measures on broad child care and protection260.

Beyond criminalization measures which have been provided for under the Penal Code and the CCPJA, the Employment Act (2000) prohibits child labour under Part IV on Employment of Young Persons. The Employment Act prohibits the employment of persons below the age of 14 years except in homes, vocational technical schools or other training institutions. Hazardous work, which includes work that is harmful to the health, safety, education, morals or development of the child, for persons between the ages of 14 and 18 years is also prohibited. In addition the Act requires that all employers of persons below the age of 18 years should maintain a register for such employees.

Several types of legislation in Malawi assist law enforcement agencies to combat sale, prostitution and pornography of children. The key pieces of legislation are the Extradition Act; Mutual Assistance in Criminal Matters Act; and the Money Laundering, Proceeds of Serious Crime and pornography. While the Government has developed a range of child rights related laws, policies and plans, implementation remains a challenge261.

Besides these Acts, other important laws regarding child protection include:

- the Prevention of Domestic Violence Act (2006);
- the National Registration Act (2010);
- the Wills and Inheritance Act (2011);
- the Adoption of Children Act (1949);
- the Gender Equality Act (2014);

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260 Ibidem
• the Disability Act (2013);
• the Deceased Estates (Wills, Inheritance and Protection) Act (2011);
• the Marriage, Divorce and Family Relations Bill (2015);
• the Education Bill (2011);

It is noteworthy to mention the amendment that the Malawi Parliament adopted to end child marriage. In April 2017, with a constitutional amendment, the Malawi Parliament unanimously banned child marriage in the country by raising the minimum age of marriage from 15 to 18 years, for both girls and boys. The amendment sets a constitutional framework for the protection of all children from early marriage and aligns the Constitution with the 2015 Marriage, Divorce and Family Relations Act that the Parliament enacted262.

Before this historic constitutional amendment, the Malawi laws prohibiting marriage before age 18 conflicted with language in the Constitution permitting marriage to take place earlier with parental consent. By changing the constitutional age of marriage in Malawi, the new reform is consistent with the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination against Women and others, including the Sustainable Development Goal 5 on gender equality263.

The amendment also has other implications for vulnerable children: before the amendment, trafficking a person between 16 and 18 years, would not be deemed as child trafficking. Now it will264.

Further, in 2013 Malawi joins UN Women's COMMIT initiative which calls on leaders worldwide to make concrete national commitments to end violence against women and girls265.

The table below presents all laws that are into force and those that are forthcoming

<table>
<thead>
<tr>
<th>LEGISLATION</th>
<th>DATE PASSED</th>
<th>CHILD PROTECTION AREAS COVERED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children and Young Persons Act</td>
<td>1-Aug-69</td>
<td>Children in justice, in need of care, control and supervision</td>
</tr>
<tr>
<td>Birth and Death Act</td>
<td>1-Jul-04</td>
<td>Birth Registration</td>
</tr>
<tr>
<td>Employment Act</td>
<td>14-May-00</td>
<td>Child Labour</td>
</tr>
<tr>
<td>Affiliation Act</td>
<td>28-Dec-46</td>
<td>Affiliation</td>
</tr>
<tr>
<td>Adoption Act</td>
<td>16-Jul-49</td>
<td>Adoption (under revision)</td>
</tr>
<tr>
<td>Prevention of Domestic Violence Act</td>
<td>19-May-06</td>
<td>Domestic violence</td>
</tr>
<tr>
<td>Child Care, Protection and Justice Act</td>
<td>30-Jul-10</td>
<td>Care, protection and justice for children</td>
</tr>
<tr>
<td>National Registration Act</td>
<td>14-Jan-10</td>
<td>Birth Registration</td>
</tr>
<tr>
<td>Will and Inheritance Act</td>
<td>2011</td>
<td>Wills and inheritances</td>
</tr>
<tr>
<td>Adoption Act</td>
<td>Forthcoming</td>
<td>Adoption</td>
</tr>
</tbody>
</table>


264 UNICEF (2017) UN and NGOs welcome Constitutional amendments as a major step towards ending child marriage in Malawi. [https://www.unicef.org/malawi/protection_19938.html](https://www.unicef.org/malawi/protection_19938.html)

<table>
<thead>
<tr>
<th>Act/Matter</th>
<th>Year</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trafficking in Person Act</td>
<td>2015</td>
<td>Human trafficking with special focus on women and children</td>
</tr>
<tr>
<td>the Gender Equality Act</td>
<td>2014</td>
<td>Gender equality</td>
</tr>
<tr>
<td>the Disability Act</td>
<td>1-Aug-2013</td>
<td>Protection of the rights of persons of disabilities</td>
</tr>
<tr>
<td>the Deceased Estates (Wills, Inheritance and Protection) Act</td>
<td>19-Aug-2011</td>
<td>Wills, Inheritance and Protection</td>
</tr>
<tr>
<td>the Marriage, Divorce and Family Relations Bill</td>
<td>2015</td>
<td>Marriage, Divorce and Family Relations</td>
</tr>
<tr>
<td>the Education Bill</td>
<td>2011</td>
<td>Education</td>
</tr>
</tbody>
</table>

Source: UNICEF GoM, Protecting Children in Malawi (2012)
### Annex 4 – Contribution Analysis Workshop Agenda and Participants List

**Contribution Analysis and Child Protection Strategy Review Workshop**  
**Evaluation of Child Protection Strategy 2012-2016 Extended to 2018**

<table>
<thead>
<tr>
<th>Time</th>
<th>Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>8:00-8:30</td>
<td>Arrival and registration</td>
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</table>
| 8:30-8:50| Welcome remarks and introduction to the workshop  
(Note: Theory of Change, Contribution analysis, identifying/prioritising key successes and challenges, suggested potential recommendations) |
| 8:50-9:00| Introductions                                                            |
| 9:00-9:20| Individual Contribution Analysis                                         |
| 9:20-9:30| Key Successes and Challenges Identification                              |
| 9:30-10:15| Group Work Prioritisation Successes and Challenges                       |
| 10:15-10:30| Coffee Break                                                             |
| 10:30-11:00| Plenary group work                                                      |
| 11:00-12:00| Discussion on Contribution Analysis and Group Input for Potential Recommendations |
| 12:00 –| Closing of Workshop and Lunch                                           |
## Prioritized Successes and Challenges in the implementation of the Child Protection Strategy

**GROUP 1**

<table>
<thead>
<tr>
<th>Successes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Child protection structures established including children corners, CVSU, CBCC and OSC</td>
</tr>
<tr>
<td>2. Holistic approach on child protection and care</td>
</tr>
<tr>
<td>3. Strong legal and policy framework</td>
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<tr>
<td>4. Data on VAC and GBV for decision making</td>
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<tr>
<td>5. Institutionalization of social work education in Malawi, market supplied constantly with professionals at all levels of practice</td>
</tr>
<tr>
<td>6. Safe schools’ environment program by Ministry of Education</td>
</tr>
<tr>
<td>7. Increased number of children accessing quality PSS services</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Limited resources to adequately address challenges around child protection in a sustained manner</td>
</tr>
<tr>
<td>2. Limited implementation and enforcement of CP related laws and policies</td>
</tr>
<tr>
<td>3. Demotivated Child Protection Workers (CPWs)/Case Managers</td>
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<tr>
<td>4. Weak coordination on CP programmes</td>
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<tr>
<td>5. Inadequate children’s access to justice due to long distances to service providers</td>
</tr>
<tr>
<td>6. Long distance to service points</td>
</tr>
</tbody>
</table>

**GROUP 2**

<table>
<thead>
<tr>
<th>Successes</th>
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</thead>
<tbody>
<tr>
<td>1. Constitutional amendment raising age of a child to 18 and other law reforms done from 2010-2016</td>
</tr>
<tr>
<td>2. Access to rape management policies in health services</td>
</tr>
<tr>
<td>3. Child protection structures have been formed and are functional</td>
</tr>
<tr>
<td>4. Coordination and collaboration on case management</td>
</tr>
<tr>
<td>5. Interpretation of laws protecting children creating a conducive environment for protection of children</td>
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<tr>
<td>6. Reporting of cases of children</td>
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<tr>
<td>7. Investment towards capacity building for existing/available personnel forthcoming</td>
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<tr>
<td>8. Child Protection information has been spread</td>
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<tr>
<td>9. Widespread response to VACs by many partners</td>
</tr>
<tr>
<td>10. VAC has at least been reduced</td>
</tr>
<tr>
<td>11. HIV and AIDS Interventions for Children</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Inadequate resources for implementation of activities</td>
</tr>
<tr>
<td>2. Capacity building on child related laws</td>
</tr>
<tr>
<td>3. Lack of incentives for volunteers at community level</td>
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<tr>
<td>4. Some core response services still not available in remote areas</td>
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<tr>
<td>5. Inadequate collaboration among stakeholders</td>
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<tr>
<td>6. Poor data collection</td>
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<tr>
<td>7. Inadequate awareness meetings</td>
</tr>
<tr>
<td>Successes</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
</tr>
<tr>
<td>1. Child protection legal frameworks</td>
</tr>
<tr>
<td>2. Holistic approach to child protection systems</td>
</tr>
<tr>
<td>3. Child protection case management</td>
</tr>
<tr>
<td>4. Child abuse cases are surfacing as a result of improved awareness</td>
</tr>
<tr>
<td>5. One stop Centre</td>
</tr>
<tr>
<td>6. Mobile data reporting from police and some child protection workers</td>
</tr>
<tr>
<td>7. Discipline training for teachers</td>
</tr>
<tr>
<td>8. Complaint boxes</td>
</tr>
<tr>
<td>9. Community leaders are participating in withdrawing children from child marriages as custodians of culture</td>
</tr>
</tbody>
</table>
Annex 7 – References

References Directly Cited in the Evaluation Report


35. Plan International (undated), Digital Birth Registration in Malawi: Technical Analysis Study: strengthening CRVS in Malawi through the appropriate use of technologies.Lilongwe: Plan International


42. UK Aid Connect Programme (no date), Guidance Note: Developing a Theory of Change. London: Department for International Development (DFID).


55. UNICEF (undated), Malawi Fact Sheet: Diversion of Children in Conflict with the Law. Lilongwe: UNICEF


57. UNODC (2017), Malawi launches National Plan of Action against Trafficking in Persons. Lilongwe: UNODC Webstory. Available from


Annex 8– Stakeholder and Interview and Focus Group Guide

Please note that many of the Evaluation Questions have been sub-divided into separate questions. This is to ensure that all parts of the questions will be answered.

Some of the EQ that UNICEF provided have been moved to strengthen the logic when discussing with the stakeholders during interviews and FGDs.

In some questions bolding was used to clearly differentiate the question from another similarly worded question.

The UNICEF CP Team Staff will be asked all questions to ensure that the voice of the CP team is thoroughly heard. The questions may be subdivided among the staff to ensure that all can be covered during the allocated interview time. The questions may also be discussed over multiple sessions as convenient to the staff.

A different approach involving fewer questions and other methodology will be used for the interviews and FGDs with other stakeholders.

UNICEF CP Team Questions

Relevance –
According to you:

1) Was the design of the Strategy the most appropriate and relevant to prevent violence, abuse, exploitation, and neglect?
2) Was the design of the Strategy the most appropriate and relevant to respond to violence, use, exploitation, and neglect?
3) Was the design most appropriate to and relevant to prevent to impact of HIV on children affected by it?
4) Was the design most appropriate to and relevant to respond to impact of HIV on children affected by it?
5) Was the definition of child protection in the Strategy clearly defined to inform programming?
6) How responsive was the Strategy to emerging national priorities over time?
7) How responsive was the Strategy to emerging regional priorities over time?
8) How responsive was the Strategy to emerging global priorities over time?
9) Based on findings and lessons learnt globally and regionally (evaluation team will identify which findings and lessons learned will be covered here) what are key considerations to ensure and enhance the relevance of any future national strategy on child protection?

Effectiveness
According to you:

1) Were the strategies outlined in the document implemented? If yes, to what extent were these strategies implemented?
2) Have the objectives of the Strategy been achieved based on the original design?
3) What gaps in the Strategy’s objectives remain, if any?
4) Has the objective of establishing an operational National Child Protection System been achieved? (That is, to improve national efforts to reduce violence, abuse, exploitation, neglect and the impact of HIV on children?)

5) How, did the Strategy influence coordination and implementation of the various policies on children across sectors?

6) How, did the Strategy influence coordination and implementation of the various legal instruments on children across sectors?

7) How could this be improved in any future national strategy on child protection?

8) What were the contributions of the following on implementation of the Strategy?
   1) UNICEF
   2) Government
   3) Other development partners
   4) NGOs
   5) Academia/private sector

9) Did the districts adapt the Strategy effectively for its effective implementation at district and community levels? If yes, which districts adapted it? How did they adapt it?

10) How effective were district systems strengthening initiatives for child protection?

11) How were the district systems monitored?

12) Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the effectiveness of any future national strategy on child protection?

**Efficiency**

According to you:

1) What components of the Strategy were achieved or delivered with best value for money? In what specific ways?

2) Were the components of the Strategy implemented on time in accordance with the planning. If not, which components were not and why?

3) Could the same results have been achieved at a lower cost?

4) Could better results have been achieved with the same cost by using different instruments, partnerships, or approaches?

5) Based on the Malawi findings as well as lessons learnt globally and regionally, what are key considerations to ensure and enhance the efficiency of any future national strategy on child protection?

**Impact**

According to you:

1) To what extent has the Strategy contributed to the reduction (or lack thereof) in child abuse, neglect, exploitation and violence? (note these would be the intended impacts)

2) What are the unintended impacts from the Strategy? If any unintended results, how did these come about?

3) What has been the impact of the Strategy in the performance of the districts in the delivery of services for children?

4) Have there been variations by district? If any, what are they? What lessons can be drawn for future programming?

5) What if any, has been the impact of the coordination mechanisms that were set to implement the Strategy? (this question only to be asked if not automatically already
covered under the questions asked on coordination under the Effectiveness related questions)

6) Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the impact of any future national strategy on child protection?

Sustainability
According to you:
1) What were the strengths of the systems instituted to implement the Strategy regarding sustainability and how sustainable are they in practice?
2) What are the remaining challenges of the systems instituted to implement the Strategy?
3) How integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, Police, local government) were the CP programmes? If there is integration with other sectors, how does this contribute to sustainability?
4) What other systems strengthening initiatives are in place that could be leveraged for sustainability? How can these be linked to the District Systems Strengthening initiatives?
5) To what extent did district leadership assist to sustain the results on child protection?
6) Can the government financially and programmatically sustain the established CP systems and their components into the future?
7) Which partners are critical for government to partner with to ensure sustainability of child protection interventions in the future?
8) What sustainability lessons can be drawn from the implementation of the Strategy that can be used for future programming?
9) Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the sustainability of interventions under any future national strategy on child protection?

Scalability
1) What components of the Strategy have potential for scaling and/or replication? Why and how?
2) Which components can be better scaled up/replicated by
   - government partners only,
   - other agencies only
   - both government and other agencies at national, regional and global levels?

Gender and Inclusiveness
1) How did the Strategy address gender issues?
2) How inclusive and gender responsive were the services and programme interventions?
3) How gender responsive were the resources allocated to implement the strategy? How
   What specific gender issues affected the delivery of results for boys and girls?
4) What specific gender issues affected the delivery of results for boys and girls?
5) What lessons can be drawn to inform future programming?

General Introduction to the Evaluation for all Other Stakeholders
This is an independent final evaluation of the National Child Protection Strategy (2012-216). We have come to learn from you so that we can assess the achievements of the initiatives that were part of the strategy and to learn about how to improve a similar future strategy. The purpose of the evaluation is to determine:

1) where successes lie;
2) implementation difficulties arose;
3) causes of successes and challenges;
4) possible solutions to increase the sustainability of the results and achievements and;
5) lessons and recommendations for future projects around the world on child protection so your comments and suggestions are very important to us.

The evaluators will start each meeting with general questions, such as:

- Please briefly describe your involvement in the activities related to the CP strategy (This is not a requirement but is preferable. The brief description should take no more than 10 minutes, plus translation if there is one. This is included to provide an opportunity for the interviewees to explain their work in their own words, it serves as a type of ice breaker, and it also helps to set the scene for the consultant’s questions.)
- What do you think was very good about the project?
- What challenges have you faced in the project? What challenges did the project face?

The introductory questions will be followed by questions on specific subjects from the checklist relevant to each stakeholder’s sphere of interest and not already covered during the semi-structured first phase of the discussion. In many cases stakeholders will already cover many of the points that should be discussed automatically.

Each discussion will end with the following questions:

1) **Future intentions regarding ongoing actions**: What do you think you/your community/office will continue to do to sustain what was done as part of the strategy? (as appropriate depending on the interviewee).
2) **What are your recommendations for gaps** that still need to be addressed?

### Specific Questions Checklist for National Government Officials

#### Relevance –
According to you:

1) Was the design of the Strategy the most appropriate and relevant to **prevent** violence, abuse, exploitation, and neglect?
2) Was the design of the Strategy the most appropriate and relevant to **respond** to violence, use, exploitation, and neglect?
3) Was the design most appropriate to and relevant to **respond** to impact of HIV on children affected by it?
4) How responsive was the Strategy to emerging **national** priorities over time?

#### Effectiveness
According to you:

1) Were the **strategies outlined in the document implemented**? If yes, to what extent were these strategies implemented?
2) Have the **objectives of the Strategy been achieved** based on the original design?
3) What **gaps in the Strategy's objectives** remain, if any?
4) How, did the Strategy influence **coordination and implementation** of the various **policies** on children across sectors?
5) How, did the Strategy influence coordination and implementation of the various **legal instruments** on children across sectors?
6) How could this be improved in any future national strategy on child protection?
7) What were the contributions of the following on implementation of the Strategy?
   6) UNICEF
   7) Government
   8) Other development partners
   9) NGOs
   10) Academia/private sector

**Efficiency**
According to you:
What components of the Strategy were achieved or delivered with **best value** for money? In what specific ways?

**Impact**
According to you:
1) To what extent has the Strategy **contributed to the reduction** (or lack thereof) in child abuse, neglect, exploitation and violence? (note these would be the intended impacts)
2) What are the **unintended impacts** from the Strategy? If any unintended results, how did these come about?
3) Have there been **variations by district**? If any, what are they? What lessons can be drawn for future programming?
4) What if any, has been the impact of the coordination mechanisms that were set to implement the Strategy? (this question only to be asked if not automatically already covered under the questions asked on coordination under the Effectiveness related questions)

**Sustainability**
According to you:
1) What were the strengths of the systems instituted to implement the Strategy regarding sustainability and how sustainable are they in practice?
2) What are the remaining challenges of the systems instituted to implement the Strategy?
3) How integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, Police, local government) were the CP programmes? If there is integration with other sectors, how does this contribute to sustainability?
4) Which partners are critical for government to partner with to ensure sustainability of child protection interventions in the future?

**Scalability**
1) What components of the Strategy have potential for scaling and/ or replication? Why and how?
2) Which components can be better scaled up/ replicated by
   - government partners only,
- other agencies only
- both government and other agencies at national, regional and global levels?

**Gender and Inclusiveness**
1) How did the Strategy address gender issues?
2) How gender responsive were the resources allocated to implement the strategy?
3) What specific gender issues affected the delivery of results for boys and girls?

**Specific Questions Checklist for District, Other Local Government Officials, Local Civil Society Entities**

**Relevance**
According to you:
1) Was the design of the Strategy the most appropriate and relevant to prevent violence, abuse, exploitation, and neglect?
2) Was the design of the Strategy the most appropriate and relevant to respond to violence, use, exploitation, and neglect?
3) Was the design most appropriate to and relevant to prevent to impact of HIV on children affected by it?
4) Was the design most appropriate to and relevant to respond to impact of HIV on children affected by it?

**Effectiveness**
According to you:
1) Were the strategies outlined in the Strategy document implemented in your district? If yes, to what extent were these strategies implemented?
2) Have the objectives of the Strategy been achieved in your district?
3) What gaps in the Strategy’s objectives remain in your district, if any?
4) Has an operational Child Protection System been established in your area? That is, an integrated way to approach issues around CP? To which extent is it operational? What successes and challenges can you identify in this regard?
5) What were the contributions of the following on implementation of the Strategy?
   11) UNICEF
   12) Government
   13) Other development partners
   14) NGOs
   15) Academia, private sector

6) Did your district adapt the Strategy at district and community levels. If yes, why? How did you adapt it?
7) How effective were capacity and institution strengthening initiatives for child protection in your district?
8) How were the district systems monitored? Success/challenges in this regard?

**Impact**
According to you:
1) To what extent has the Strategy contributed to the reduction (or lack thereof) in child abuse, neglect, exploitation and violence in your district?
2) Were there any **unintended impacts**? What were they?
3) How was your work **coordinated** with the national level initiatives? Successes and/or challenges in this regard?

**Sustainability**

According to you:
1) What were the strengths of the systems instituted to implement the Strategy regarding sustainability and how sustainable are they in practice?
2) What are the remaining challenges of the CP systems?
3) How integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, Police, local government) were the CP programmes?
4) What other systems strengthening initiatives are in place that could be leveraged for sustainability? How can these be linked to the District Systems Strengthening initiatives?
5) To what extent did district leadership assist to sustain the results on child protection?
6) Can the government financially and programmatically sustain the established CP systems and their components into the future?

**Scalability**

1) What components of the Strategy have potential for scaling and/or replication? Why and how?
2) Which components can be better scaled up/ replicated by
   - government partners only,
   - other agencies only
   - both government and other agencies at national, regional and global levels?

**Gender and Inclusiveness**

1) How did the Strategy address gender issues?
2) How gender responsive were the resources allocated to implement the strategy?
3) What specific gender issues affected the delivery of results for boys and girls?

**Specific Questions Checklist for Community Level Stakeholders**

With community level stakeholders the overall approach with the general questions will predominate. In many situations there will be either FDGs or several people who are present in the interviews so there cannot be many predetermined questions on the checklist. The FGDs will go deeply into subjects that the participants raise to ensure that the most important issues are identified.

1) How suitable were the activities on CP in your locality?
2) Where they well adapted or not?
3) Should they have been different? If so, how?
4) Have you seen any changes in the situation regarding CP in your locality (may need to cite the examples of the initiatives that were undertaken)? If yes, what?
5) Is there anything that you feel has not yet been addressed to improve CP in your locality or are most (more than 3/4) aspects now being addressed?
6) Does anyone every come to verify the progress in the situation on CP here?
7) Do you think that the efforts that have been undertaken to address CP here will be sustainable over the medium term? Long term?

**Specific Questions Checklist for other International and National Development Partners**

**Relevance**
According to you:
1) Was the design of the Strategy the most appropriate and relevant to *prevent* violence, abuse, exploitation, and neglect?
2) Was the design of the Strategy the most appropriate and relevant to *respond* to violence, use, exploitation, and neglect?
3) Was the design most appropriate to and relevant to *prevent* to impact of HIV on children affected by it?
4) Was the design most appropriate to and relevant to *respond* to impact of HIV on children affected by it?
5) Was the definition of child protection in the Strategy clearly defined to inform programming?

**Effectiveness**
According to you:
1) Were the *strategies outlined in the document implemented*? If yes, to what extent were these strategies implemented?
2) Have the *objectives of the Strategy been achieved* based on the original design?
3) What *gaps in the Strategy’s objectives* remain, if any?
4) How, did the Strategy influence *coordination and implementation* of the various *policies* on children across sectors?
5) How, did the Strategy influence coordination and implementation of the various *legal instruments* on children across sectors?
6) How could this be improved in any future national strategy on child protection?
7) What were the contributions of the following on implementation of the Strategy?
   16) Your agency?
   17) UNICEF
   18) Government
   19) Other NGOs
   20) Academia/private sector

**Impact**
According to you:
1) To what extent has the Strategy *contributed to the reduction* (or lack thereof) in child abuse, neglect, exploitation and violence? (note these would be the intended impacts)
2) What are the *unintended impacts* from the Strategy? If any unintended results, how did these come about?
3) What if any, has been the impact of the coordination mechanisms that were set to implement the Strategy? (this question only to be asked if not automatically already covered under the questions asked on coordination under the Effectiveness related questions)
4) Based on these findings and lessons learnt globally and regionally, what are key considerations to ensure and enhance the impact of any future national strategy on child protection?

Gender and Inclusiveness
- Do you have any comments on gender and equity issues, other aspects regarding inclusiveness with regard to the Strategy? If yes, what are they?
- What could be done to improve gender and equity in similar strategies in the future

Sustainability
According to you:
1. What were the strengths of the systems instituted to implement the Strategy regarding sustainability and how sustainable are they in practice?
2. How integrated with other sectors (i.e. health, education, nutrition, youth, judiciary, Police, local government) were the CP programmes? If there is integration with other sectors, how does this contribute to sustainability?
3. What other systems strengthening initiatives are in place that could be leveraged for sustainability? How can these be linked to the District Systems Strengthening initiatives?
4. In your opinion, can the government financially and programmatically sustain the established CP systems and their components into the future?
5. Which partners are critical for government to partner with to ensure sustainability of child protection interventions in the future?
Annex 9 - Additional information to support main report

Content of this Annex:

1. Methodological section including ethical guidelines
2. Relevance and Design Section
3. Effectiveness section
4. Impact section
5. Gender and Equity Section
6. Good practices
7. Financial Data

1. Methodology Section

Selection of districts

Table 1: Selected districts for the field visits

<table>
<thead>
<tr>
<th>District</th>
<th>Focus</th>
<th>Region</th>
<th>Criteria for sampling</th>
</tr>
</thead>
</table>
| Mzimba with a focus on Mzuzu | UNICEF         | North  | • Medium performance  
|                           |                |        | • Semi-urban  
|                           |                |        | • Representing Northern region                                |
| Ntcheu                    | Non UNICEF     | Central| • Central  
|                           |                |        | • Rural                                                      |
| Dedza                     | UNICEF         | Central| • Medium performance  
|                           |                |        | • Rural  
|                           |                |        | • Representing central region                                 |
|                           |                |        | • Proximity to capital city representing lakeshore areas      |
| Blantyre                  | UNICEF         | South  | • High performing  
|                           |                |        | • Urban, proximity to urban areas                            |
|                           |                |        | • Representing Southern region                               |
|                           |                |        | • Proximity to Blantyre city                                 |
| Chikwawa                  | Non UNICEF     | South  | • Southern  
|                           |                |        | • Emergency district                                         |
|                           |                |        | • Rural                                                      |
| Machinga                  | UNICEF         | South  | • Low performing  
|                           |                |        | • Rural                                                      |
|                           |                |        | • Representing southern region                               |

Tag Cloud Indicating Frequency of Quotations by Subject Area

Note that interviews and focus group discussions were semi-structured. This allowed the evaluation participants to focus more on areas that they thought were of greater importance regarding implementation of child protection programming than others. The semi-structured approach allowed the rising of key issues to the top of the quotation frequency list. The larger the tag cloud words, the more frequently that the interviewees and focus groups provided comments on the subject.

The evaluation team did ensure that all evaluation questions were covered. Nevertheless, it is still interesting to provide this general impression of the points that interviewees and focus
groups raised most frequently. The tag cloud is only meant to provide an overall indication of subjects that were stressed for consideration. Please note that the numbers preceding the subject refer to the evaluation question code that was assigned to the subject in the Atlas.ti software.

**Ethical guidelines**

The evaluation has been conducted in accordance with the *UNICEF revised Evaluation Policy and Procedure for Ethical Standards in Research* as well as the *UNEG Norms and Standards* (June 2016 version) and UNEG Code of Conduct for Evaluation in the UN System. Believing that interacting with children poses some important sensitivity and approach related issues, the evaluation team has also strongly relied on the “Ethical Research Involving Children” (ERIC), 2013 where a list of best practices and case studies highlight the main challenges and mitigating strategies for data collection and analysis involving children, and the UNICEF Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis (2015).

In addition to this, the evaluation bear the following principles:

- **Independence, impartiality and absence of conflict of interest:** the evaluation team members have been chosen for their ability to exercise independent, impartial and unbiased judgment. The absence of conflict of interest has been duly checked. The evaluation team members have been required to report any real or perceived conflicts of interest that might have aroused during the course of the evaluation. These would have been assessed by the consortium and addressed appropriately and transparently to the client.

- **Competence, accuracy and reliability:** the evaluation is ensuring that all evidence is tracked from its source to its use and interpretation. All Evaluation Questions have been answered through triangulation of quantitative and qualitative data from multiple sources and processed using multiple analytical tools. A comprehensive Evaluation Matrix has been developed to link each evaluation tool, stakeholder and question. All findings and conclusions have been explicitly justified and substantiated, and the recommendations
are based on findings and not biases. The Quality Assurance system of the consortium ensured that the team carried out the analysis in line with this principle.

- **Confidentiality, integrity and transparency**: the evaluation team members have been chosen because of their capacity to clearly communicate to different stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings, as well as for their personal integrity and capacity to respect the stakeholders’ right to provide information in confidence and also respect the vulnerable groups. The evaluators are not allowed to refer the name of the person or to the name of a particular group that provided specific quotations and information;

- **Respect for dignity and diversity, fair representation**: the evaluation team members clearly communicated to different stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. They respected the stakeholders’ right to provide information in confidence. The evaluation team members ensured that all contributors and participants gave genuinely free, prior and informed consent. All the contributors to the evaluation have been given multiple opportunities to refuse, grant or withdraw their consent based upon clear understanding of the persons/institutions involved, the intention of the process, and possibly risks or outcomes. All information has been used and represented only to the extent agreed to by its contributor.

- **Compliance with codes for vulnerable groups**: Vulnerable groups should be free to work, learn and develop their potential without fear of violence, abuse or exploitation. Within the evaluation, vulnerable groups, irrespective of their age, gender, disability, racial origin, religion, belief and sexual orientation, have been involved and their rights to protection and safety fully respected. The evaluation team worked with UNICEF to identify vulnerable groups prior to field visits, and to ensure and encourage their involvement and that any participatory processes and Evaluation Questions were responsive to their needs. Focus Groups, meetings and interviews facilitators set a tone of informality and openness.

- **Redress**: the evaluation team would have promptly reacted in case of circumstances that warrant the provision of redress, which might have occurred for poor communication, inappropriate decisions. In particular the team followed the following key principles: all mistakes are admitted and put right, a sincere and meaningful apology is offered, arrangements for considering redress are made public, redress is fair and reasonable, as far as possible, redress restores the complainant to their original position, redress is procedurally sound.

- **Avoidance of harm** has been applied through a “do no harm” approach in order to avoid that any harm or negative impact derives from evaluation activities. Strengthening the sensitivity of the evaluation involved the following activities: adaptation of the Evaluation Questions; adaptation of the evaluation tools (i.e. data collection), in order to overcome challenges difficult situations; presentation of findings and recommendations in a sensitive manner (avoiding doing harm). Respecting groups’ and individuals’ participation rights has been weighed against any potential harms that might have come to these groups consequent to their involvement or representation in evidence generating activities.

- **Reporting and acknowledgement**: the evaluation report could document ethical issues that might have been encountered during the evaluation exercise and how it was addressed. If any incidences of ethical wrongdoing were encountered during the evaluation, these will be reported to Lattanzio who is responsible for investigating and informing the relevant parties in UNICEF. The evaluation team would have documented the ethical issues came across during the evaluation exercise and would have sought clearance from the National Committee on Research in Social Sciences and Humanities (NCRSH) as stated in the ToR.

The evaluation incorporated a human rights, gender equality and equity based approach based on the UNEG guidelines and UNICEF guidelines and protocols. This means that the Evaluation Team approach emphasises the rights, the participation and empowerment of women, youth and the most vulnerable groups in an equal way, to really achieve results for
everyone. The Evaluation Team’s intent is, twofold: not only the voices of children and the most vulnerable groups should be heard throughout our evaluation, but they should also be respected afterwards, i.e. the evaluation findings will be turned into recommendations that can affect their lives in a tangible, positive, and sustainable way. The evaluation is also equity-focused, i.e. using participatory processes to ensure that the most vulnerable groups are really involved (not only as providers of information, but as active actors of the process). The evaluation assessed the extent to which a human rights and gender equality-based approach has been incorporated in the strategy design and programming, and the extent to which gender equality and equity dimensions/objectives have been included and pursued. The actual evaluability of the equity dimensions as well as the extent to which children need to participate in the evaluation activities was discussed with UNICEF with inputs from the Evaluation Reference Group as needed during the inception phase. Specific child-friendly guidelines and protocols and meeting environments was used, aimed at fully respecting the children and promoting trust and easiness. The team members have signed the UNEG Code of Conduct for Evaluators as provided by UNICEF.

2. Relevance and Design Section

Theory of Change Analysis Information

To better understand the reconstruction of the ToC for the evaluation, it is useful to recall some of the key elements that the Evaluation Team needed to consider for its reconstruction. Various authors define a ToC as a results-focused approach describing the logical pathways or linkages that are embedded in programmes seeking to produce change.266 It is also a tool to help organizations describe the needs that they are trying to address, the expected changes (outcomes), and planned activities to achieve the changes.267 The ToC thus describes how change is assumed to come about through intervention in a situation, in this case child protection in Malawi.

The ToC is usually laid out in a diagram showing the connections between interventions and outcomes – the causal pathways or results chains.268 A visual diagram helps to ensure that linkages and logic are clear. The authors referenced in the footnotes indicate that a good ToC has several core elements:

- Analysis of context (description of context –in which the intervention is located, i.e. the political, security, social, economic, environmental conditions),
- Consideration and articulation of assumptions that are needed for the success of the achievement of the desired change.269

268 UK Aid Connect Program (no date), Guidance Note: Developing a Theory of Change. London: Department for International Development (DFID).
• Clear hypothesis of change including the strategic objective or long-term change that the intervention will support (and those that will benefit). The hypothesis should be presented diagrammatically to show clear pathways of change which are then linked to the logical framework and the results matrix.
• Assessment of evidence (a narrative assessment of the evidence for each key hypothesis)
• Consistence with the logical framework and results matrix.

The process of analysing the issues to be addressed, opportunities to be maximized and developing a coherent intervention logic in the form of a ToC is normally done together with stakeholders, prior to, or at the inception phase of a project/programme. In the interests of building ownership of the programme and agreement on the key results to be achieved this is best done as a participatory process.

**Intervention Logic**

Given the central issue, the NCPS proposes the following overall result\(^{270}\): “an operational National Child Protection System that protects children from violence, abuse, exploitation and neglect, while mitigating the impact of HIV on them in place by 2016.”

The NCPS includes six core components or building blocks that are required to build an effective child protection system. These are based on the UNICEF-Chapin Hall child protection systems guiding documents on systems approaches to child protection\(^ {271}\):

1) Effective legal and regulatory frameworks and policies harmonized and aligned with international laws
2) Effective coordination among national and district level actors and linkages to welfare and social protection sectors
3) Sufficient human resource, financing and infrastructure
4) Effective child protection framework of care along a continuum of primary prevention (community-based child care, child rearing practices, etc.), secondary prevention (for those at risk) and tertiary prevention (for those harmed)
5) Effective care interventions, including early identification, case management and remediation referrals.
6) Effective accountability structures such as complaints reporting mechanism and information management systems.

The underlying ToC is that improvements need to be made in each of these areas for the system to reach and effectively serve vulnerable children and women in all areas of Malawi. This would include isolated areas and areas affected by emergencies. The logic proposes six strategic action (SA) clusters, to address the situation and needs in Malawi, although these are not entirely discrete components.

*Table 2: Issues and Proposed Solutions per Component*

\(^{270}\) Otherwise known as the development objective or programme purpose in other development partner terminology.

<table>
<thead>
<tr>
<th>NCPS Strategic Areas</th>
<th>NCPS Summary of Solutions/Actions</th>
</tr>
</thead>
</table>
| **Coordination**: duplication, unharmonized, unclear mandates, no linkage between national and district level. | - Support to national coordination and leadership through the Division of Child Protection  
- Intersectoral support to children affected by HIV  
- Sector wide plans  
- District wide plans, strengthening of child protection in emergency affected districts |
| **Legal & regulatory framework**: existing frameworks and new laws but insufficient guidance to implement and enforce them | - Technical support to design standards and guidelines to bring domestic laws into full implementation  
- Costing and implementing annual operational plans |
| **Capacities and resources**: Capacity and resourcing of the sector has improved but there needs to be better upstream planning, Government capacity for delivery of training, strengthened training infrastructure | - Support national and district training institutions to design and deliver training  
- Support improvements to quality of training for the child protection workforce |
| **Quality and coverage of protection services**:  
Wide range and number of protective services exists for the continuum of care, but quality is unknown and scope and coverage is limited. Little known about social norms.  
Quality, scope and coverage of existing protection services needs to be improved to reach the most vulnerable – going to scale to cover a whole Traditional Authority, district, region, scope needs to cover the whole continuum of care (Two results to address the problems noted here) | - Support Government and civil society to improve and expand existing services  
- Partner with child protection sector and HIV mitigation sector to improve quality of services  
- Establish a national quality assurance mechanism  
- Design a blueprint for services covering the continuum of care  
- Support expanded coverage – across the whole of a district, Traditional Authority, etc.  
- Test the child protection model in seven districts by 2014. The model will be culturally appropriate and affordable for the Government to take to scale.  
- Support selected communities to adopt protective child protection practices – implement in at least 10 disadvantaged communities in 250 Traditional Authorities |
| **Implementation of protection services and interventions (early identification, case management and referral frameworks)**:  
- Disadvantaged children are out of reach of protection services because the framework of services is not effectively in place  
- Little progress made in ensuring identification, case management and referrals are widely available | - Support the testing and taking to scale of this framework. Develop guidelines, tools, monitoring framework  
- Support for community-based childcare centres. |
| **Accountability and information management systems**:  
- Knowledge base for child protection growing, but evidence base for success and learning is limited  
- Information management is scattered and non-organized  
- Complaints mechanism is non-existent for service delivery level or at the systems level as a whole | Create formal accountability mechanisms and information management systems. E.g.:  
- Develop SMS and smart phone technology to facilitate case management, data collection and complaints  
- Develop a systems-wide accountability framework and a complaints management and monitoring mechanism  
- Provide technical support to the National Reference Group to oversee establishment of a Child Protection Information Management System |
<table>
<thead>
<tr>
<th>NCPS Strategic Areas</th>
<th>NCPS Summary of Solutions/Actions</th>
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<tbody>
<tr>
<td></td>
<td>- National Child Protection Index of core indicators developed to guide the IMS design</td>
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<tr>
<td></td>
<td>- Feasibility study of existing orphans and vulnerable children database</td>
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<td></td>
<td>- Support to national research agenda and child protection component in the national Welfare monitoring survey.</td>
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### 3. Effectiveness Section

#### Figure 1: Situation and problem analysis

<table>
<thead>
<tr>
<th>Components of a child protection system</th>
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<tbody>
<tr>
<td>Law and regulatory frameworks and enforcement systems</td>
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<tr>
<td>Coordination system among national and sub-national bodies</td>
</tr>
<tr>
<td>Sufficient capacity, human resources, training infrastructure</td>
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<tr>
<td>Prevention Care framework — Primary, secondary, tertiary</td>
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<tr>
<td>Services for process of care: identification, case management available</td>
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<tr>
<td>Accountability and CPIMS</td>
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</tbody>
</table>

**Strengths**
- Existing legislative frameworks (New Acts)
- New coordination systems (Division of Child Protection and the national coordination mechanism)

**Weaknesses**
- Lack of tools, standards for effective implementation

**Strengths**
- Many bodies exist, national, regional
- Several sectors address child protection related issues

**Weaknesses**
- Many national and district mechanisms that are unharmonized
- Weak inter-sectoral planning
- Duplication arrangements
- Unclear mandates
- No linkages between national and district level
- No demarcation between coordination and implementation

**Strengths**
- Capacity of the child protection sector has increased
- Increased human resources, increase in funding

**Weaknesses**
- Need to strengthen planning, training modalities, evaluations, institutional infrastructure

**Strengths**
- Existing protection services, including justice services and behaviour change interventions

**Weaknesses**
- Poor/unknown quality of existing services
- Limited scope and coverage
- Cultural practices have been mapped, but little is known about the social norms that inform protective and harmful child-rearing practices

**Strengths**
- Knowledge base of child protection is growing

**Weaknesses**
- Evidence base for success and learning is limited
- National level accountability
- No accountability framework for key agencies and actors
- No complaints mechanisms at the service delivery level or at the systems level as a whole.

---

**Law and regulatory framework**

**Coordination system**

**Sufficient capacity**

**Prevention Care framework**

**Services for process of care**

**Accountability and CPIMS**

---

Child protection system not harmonized, sufficiently scaled up, not affording protection to the most vulnerable in all localities

---

Little progress in this area

**Weaknesses**
- Non-existent child care/protection mechanisms

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Figure 2 Contribution Analysis of by Child Protection Thematic Area and Implementation Entities

<table>
<thead>
<tr>
<th>Theme</th>
<th>Average</th>
<th>Government Implemented</th>
<th>Government and UNICEF coordination</th>
<th>UNICEF Funded Implementation</th>
<th>Non-UNICEF Funded Others</th>
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<tbody>
<tr>
<td>Comprehensive Child Policy</td>
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<td>Harmonising child related</td>
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<td>District Implementation</td>
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<td>Capacity building for</td>
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<td>Development of action plans</td>
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<td>Districts link Child</td>
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<tr>
<td>Mainstream protection</td>
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<td>Child Protection Workers</td>
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<td>One Stop Centres (OSC)</td>
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<tr>
<td>Policy, legislative and institutional</td>
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<td>framework</td>
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<td>Planning and capacity building</td>
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<td>Registration and case management</td>
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<td>Childrens corners/One stop centres</td>
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<td>Community awareness</td>
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<td>Mapping Children's Corners</td>
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<td>Children's Corners</td>
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<td>Psychosocial Support</td>
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<td>Reintegration program</td>
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<td>Mobile Reporting</td>
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<td>CPIMS</td>
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<td>Online OSC data platform</td>
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<td>Capacity strengthened HSAs</td>
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<td>Child Helpline</td>
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<td>Mass media</td>
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<td>Child Justice Court</td>
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<td>Diversion children</td>
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<td>Community Radios</td>
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<td>Average</td>
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<td>Safe schools</td>
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<td>School codes of conduct</td>
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Source: Stakeholder Contribution Analysis Workshop held July 11, 2018.
Overview of Effectiveness of Key Implementation Areas

Given the very large number of thematic areas and types of activities implemented under the NCPS, it is not possible for the evaluation to detail all of them together their successes and challenges. Nevertheless, the Evaluation Team has aimed to cover many of them and highlighted some of the key issues.

Regulatory, Policy and Planning Frameworks

One of the key areas of focus of the NCPS is in the area of strengthening the enabling environment for improved child protection of the children of Malawi. This entails the further development, coordination and implementation of Regulatory, Policy and Planning Frameworks. Quite a strong series of frameworks already existed at the time of the launching of the NCPS. Nevertheless, many needed harmonising and further adoption of laws and regulations in areas where there were remaining gaps. Development of appropriate policy and practical planning and implementation instruments were also still needed. The Evaluation Team has concluded that this strengthening the enabling environment in terms of frameworks and capacity strengthening is one area where the NCPS has had the strongest results. Malawi's legal and policy framework for children is now fairly comprehensive though challenges persist with operationalization on the ground. Naturally, strengthening the enabling environment is a permanent and on-going need and will continue to require attention into the future.

During the NCPS implementation period efforts were undertaken regarding such framework efforts, in terms of the development and harmonising of:

- National legal and regulatory frameworks
- National strategy, policy and planning frameworks
- Implementation guidelines for legal, regulatory, policy and planning frameworks
- Local bylaws, planning documents
- District implementation plan development

Specific Malawi Accomplishments during the NCPS implementation period (2012-2016 extended to 2018):

Although not all the following documents are fully focused on child protection, they all have attention to some aspects related to child protection regarding violence, exploitation, abuse and neglect. It should also be stated that not all these frameworks were due to the NCPS though advocacy on the part of child protection specialists in the country were said to contribute at least in some way to all of them.

- Annual Performance Plan and implementation of the Joint Sector Strategic Plan (JSSP) for Gender, Children, Youth and Sports; District Coordination Guidelines for implementation and resourcing
- Charter for Street Children (2017)
- Constitutional amendment banning child marriage raising the minimum age of girls and boys for marriage from 15 to 18 years
- Disability Act (2013) which includes attention to children
- Education Bill (2013)
- Gender Equality Act (2013)

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272 EQ-Effectiveness 7 and 8 (also covered under the Coordination Sub-Section)

273 In documents and in evaluation interviews.
• Health Sector Strategic Plan II 2013-2017 (includes child protection as part of community health package)
• HIV Prevention and Management Bill 2017
• Implementation of the National Child Justice Strategy,
• Inclusion of violence prevention and response in the Non-Communicable Disease Strategy
• Joint Sector Strategic Plan (JSSP) for Gender, Children, Youth and Sports 2013-2017
• Malawi Police Child Protection Policy
• Marriage, Divorce and Family Relations Act, 2015
• National Child Policy and Guidelines for the Child Care Protection and Justice Act (finalized 2017, pending Cabinet approval)
• National Civil Registration Strategic Plan and Communication Strategy (2013-18)
• National Plan of Action to Combat Gender Based Violence (2016-2021)
• National Strategy on Children Living and Working in the Street (2014-2018)
• National Strategy to End Child Marriage (2018)
• Scaling up the implementation of the Child Care, Protection and Justice Act (adopted in 2010)
• Trafficking in Persons Act, 2015

Another key law that Parliament passed in October 2013 is the Education Bill, making education universal and compulsory for all which is a major factor to advance girls’ access to education. Ensuring children are in school has been shown to help address and prevent child labour and reduces child marriage. Data shows that girls with no education are up to six times more likely to marry early than those with a secondary education.\textsuperscript{275} Both UNICEF and the ILO regard education as a powerful means of preventing and responding to child labour.\textsuperscript{276}

The Government of Malawi has demonstrated commitment to addressing gender inequality. The 2013 Gender Equality Act was enacted to promote gender equalities in all sectors of society. The passing of the Marriage Act and establishment of a Task Force on Ending Child Marriage, reporting directly to the President, represent important steps in ending child marriage. In 2017, Parliament amended the Constitution and raised the age of marriage from 15 to 18. The move has brought the Constitution in line with the Marriage, Divorce and Family Relations Bill adopted in 2015 which sets the minimum age of marriage at 18. Resolving legal inconsistences has been an important step towards protecting girls from child marriage. Similarly, the National Plan (NPA) to Combat Gender-Based Violence in Malawi (2014-2020) provides the MoGCDSW the directive to strengthen GBV data systems and improve the use of data for GBV policy development and programme implementation.

**Local By-laws**

\textsuperscript{274} Aimed at improving access to essential services for vulnerable children including scaling up responses for children living with a disability.
The District Social Welfare Office with assistance of District Councils have developed community by-laws to safeguard child rights. Many of the by-laws are made at Traditional Authority level. Comments from evaluation district officer interviews on the use of by-laws were positive. Examples included, “Enforcing by-laws is important and we work with local leaders on this. They are the ones who are in control at the local level.” Another local Government staff member noted, “Initiation rituals for girls have been prohibited when school is in session. Penalties are stipulated for when the various by-laws are transgressed.” One community victim support (CVSU) representative stated, “The main tool that has been very effective to reduce violence is the by-laws.”

Local evaluation interviewees and FGD members noted a shift from settling child marriage using the informal system to now treating it as a criminal matter using national laws/regulations and local by-laws. For example, a chief related that he would fine parents of men/boys and girls involved in child marriage. Interviews with two different chiefs citing these by-laws indicated that these fines deter other community members from impinging on child rights. “There has been a reduction in cases like defilement” stated one traditional leader. Child Protection Workers in Dedza district, did note that community members started hiding such cases and those of child marriage in particular. According to the interviewees, this reflects an increase in awareness of the lack of acceptability of child marriage.

All the districts that the Evaluation Team visited adapted the NCPS to district and community levels. This included the UNICEF supported as well as the other districts. Adaptation entailed the development of the previously mentioned Child Protection District Implementation Plans where applicable but also the specific adaptation at community level. In UNICEF supported districts, this involved the identification of the specific issues of the district and orientation of plans to meet them. Issues that particularly affected some districts, such as comparatively high levels of HIV, had more focus on these issues. Localities with higher risks for harmful practices or children living and/or working on the street include special attention to these subjects though local child protection specialists stated that this was still not sufficient. It should be added that evaluation interviews noted that much work is still needed to fully address these issues in a coordinated and effective manner. In the case of the non-UNICEF supported district of Ntcheu, special attention is paid to child labour due to the high level of child labour in tobacco growing.

**Capacity Strengthening**

Much effort has been undertaken to strengthen the capacities of actors at all levels of the child protection system during the NCPS. This included district systems strengthening initiatives for child protection. The Evaluation Team concluded that capacity strengthening has been quite effective so far though it needs much scaling up. This was also confirmed as triangulated with the 2016 published capacity assessment study in 10 districts. Unfortunately, as many interviewees and FGD members at all levels noted, the resources allocated to capacity strengthening are still too limited. The great interest in capacity strengthening on child protection from national to community level is, in fact one of the signs of good awareness raising and already conducted learning exercises.

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277 EQ-Effectiveness 8 and 9  
278 EQ: Effectiveness 8  
279 EQ:Effectiveness 3 and 9  
In fact, the two main points that the Evaluation Team heard over and over again were, “we need more capacity strengthening” and (naturally), “we need more human and other resources to be effective in addressing child protection issues.”

Gaps and needs in different subject areas had been broadly identified in the 2012 mapping and assessment exercise. The type of education and training provided was aligned with the subjects that it was deemed that the learners needed to master and in line with their respective tasks. No in-depth and continuous capacity needs analysis in different subjects and localities was done, however.

Evaluation stakeholders noted that each of the child protection subjects includes its own specificities in terms of application of approaches to address the issues. As a result, the need for knowledge and skills training and upgrading is distinctly felt so that they can cover all the needed areas. An interesting observation in this regard is the recognition of several interviewees and FGD members that child protection needs holistic integrated approaches. The main reason cited is because the subject areas themselves are interlinked in several ways. Child neglect, child marriage, and child labour were, for instance, pointed out as having inter-related causes and effects. Consequently, implementers feel that they need knowledge and skills in most, if not all, child protection areas so that they can be more effective.

Most capacity strengthening took place in the form of training exercises through various types of organised sessions but also through enrolling key implementers in formal education. Formal education consisted of certificate, diploma and degree-oriented instruction on social work methodologies, child justice and other related subjects. Degrees and diplomas were provided including in conjunction with Chancellor College and the Magomero Institute. Subjects included child protection systems implementation, case management, child justice, psycho-social counselling, advocacy and awareness raising, mobile digital technologies, birth certificate registration, and safe schools’ management.

On-the-job training where, especially community level actors, were provided with guidance to implement child protection actions was another approach the evaluators noted. As will be seen in Section 7 on monitoring, however, the evaluators noted that on-the-job training could have been more intensive. Many stakeholders indicated that closer follow-up and guidance of work in the communities would have benefited implementers and improved the quality of their child protection work. The primary reason provided for the relatively limited field level guidance was a lack of human and transport resources.

The evaluators identified a general recognition among stakeholders, including community members, of the complexity of the subject of child protection. As some pointed out, there are so many areas under the child protection heading, ranging from birth certificates to child marriage and child sexual, physical and emotional abuse and others.

Various sets of guidelines have also been developed to ensure standards in service delivery and implementation of knowledge and skills in different child protection areas.


282 E.g. workshops, in-community training sessions, field trips, etc.

283 Details on numbers trained are available in the UNICEF progress reports and those of many other entities providing training on various subjects.
Some of the guidelines that have been developed during the NCPS include the:

- CP Case Management Framework including Case Management Booklets
- CP Religious Leaders’ Manual 2015
- National CPIMS Framework
- Child Protection Brand development and marketing with description of core child protection services

Related Accomplishments that also strengthened capacities at national and district level were:

- Child Protection District Implementation Plans (DIPs)
- Mapping of district service providers in 2015
- Assessment of the district council’s capacity to lead and coordinate the implementation of child protection policies and strategies
- Development and implementation of the national case management framework

These—and other—tools were used to facilitate field work of child protection workers, community groups and their facilitators. Interviewees and FGD participants reiterated the usefulness of these tools throughout the evaluation. Unfortunately, however, they also frequently complained of the lack of availability of (sufficient) guides and manuals such as on Journey of Life, managing Children’s Corners, and managing case work to help them remember and implement what they had learned.

A key tool that was deemed particularly useful—and was mentioned several times to the Evaluation Team at district and community level—was the Journey of Life methodology. The Journey of Life mobilises districts and communities while bringing awareness on different issues on child protection. As one stakeholder noted, “The Journey of Life community awareness and mobilisation tool is simple to understand and also imparts parenting skills to communities and empowers children on their rights, how to overcome trauma and build resilience.” One community level FGD likewise noted, “Journey of Life has strengthened the CBCC, the Children’s Corner and the CBO because they understand the stages of their children’s emotional lives.”

A 2016 review of the Journey of Life methodology likewise noted the usefulness of the approach though it indicated that coordination of its implementation could be improved. This finding is in line with the current Evaluation Team’s comments on the need to improve overall coordination, in particular regarding creating joint actions and synergies.

Various types of people benefited from capacity strengthening all along the child protection system. These ranged from staff of relevant Ministries, Social Workers, Technical Working Groups (TWG) members on child protection, Government child protection specialists such as in the Department of Social welfare and the police, Community Child Protection Workers, Community Victim Support Unit members, Health Surveillance Assistants.

May different entities were involved in funding and/or providing capacity strengthening. This included donors, Government agencies, academic institutions, international and national NGOs and

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284 In some case there were some guides but not sufficient for all of the workers, in other cases no guide was provided or it was very rudimentary with only the briefest of content. In one case a group cited, for example, that all they had received was a two page pamphlet on Children’s Corners.


community peer trainers. In the case of peer trainers, for example, according to Children’s Corner group facilitators met, not all have received training. Some had volunteered to become facilitators but had only learned how to engage with the children from other facilitators. Consequently, they did not feel well equipped to handle their groups.

In terms of training local Government and development of tools, it is noteworthy to mention World Relief. They worked with District Social Welfare Offices, Area and Village Development Committees (ADC). Capacity strengthening was also provided to Child Protection Workers, Community Based Child Care Givers and Children’s Corners facilitators, religious leaders and others on child protection. World Relief further, engaged with other agencies on policy development and strengthening the case management system. Naturally, many other organisations also contributed to local level capacity strengthening.

Children’s Corner facilitators who were trained had learned through different NGOs and Government staff. The result is that the facilitators engaged somewhat differently with the children depending on where they were trained. This, some interviewees said, is primarily because NGOs had different goals for their Children’s Corners. While this is not inherently problematic, when Children's Corner facilitators and children hear that other groups have better support or more interesting activities, it can inadvertently affect the facilitators’ and children’s motivation.

Based on the evidence from documentation, interviews and FGDs, the evaluators found that this broad range of capacity strengthening stakeholders and types of learning was considered useful and well targeted. This finding is based on the numerous interviews and FGDs as well as on the review of the documentation. The training and education was intended to help ensure that the students and trainees could provide the adequate support, including case management, as needed across a broad range of child protection issues. Though needs and gaps were not formally assessed using training needs analysis studies, the subject matter was considered relevant and useful. Former students and trainees said they had been able to learn and change their performance. A common refrain heard in almost all interviews and FGDs was, however, “We need more training, our capacities do not yet respond to the needs”. A thirst to learn to be able to better respond to the needs of the children and their families in the area of child protection was evident. Even in locations where stakeholders reported having been trained, implementers still indicated that they needed to acquire more knowledge and skills. The evaluators did meet a few social workers who had received sponsored diploma/degree programs who felt satisfied with their knowledge. These social workers too, indicated however that they need refresher training. They had particular interest in practical subjects such as on using—and training others—to use digital technologies to track and report cases.

Awareness raising and behaviour change

The Evaluation Team did not conduct a detailed assessment of awareness raising and behaviour change as this would require a much larger and different type of study on knowledge, attitudes and practices. For triangulation with the findings shared in the remainder of this sub-section, please also refer to Section 5.1 on the Detailed Analysis of Effectiveness in Key Areas and to the Impact Section. The analysis in these sections indicates that there are some behavioural changes but not all have yet led to significant reduction of the challenges in the child protection subject areas.

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287 Progress reports, reviews
Nevertheless, in the districts visited—including in the non-UNICEF supported districts—the evaluators noted a strong level of stated increases in awareness of issues of child protection. This was reported in FGDs but also by traditional leaders and local Government officers. This awareness was particularly noteworthy with regard to child abuse, child marriage and child labour. In only a few instances did the Evaluation Team need to ask questions from their checklist to make sure that all such subjects were covered. The Evaluation Team is thus of the opinion that the high noted level of awareness among the evaluation participants is genuine.

Interventions on awareness and prevention have included developing life skills of children, their families and communities to deal with child protection risks, including activities to raise awareness on child rights through Children’s Corners (CCs), and community sensitisation on issues such as child labour, birth registration, child marriage and school attendance. Children’s Corners are community level clubs that work to build awareness on rights and responsibilities, develop resilience and skills, and provide recreation and psycho-social support. The support of Mothers’ Groups has also been extended to promote community awareness on issues such as family planning, HIV and AIDS and good parenting skills. Key informant interviews with stakeholders at the District level suggests that awareness raising and early intervention strategies have contributed to promoting safer environment for children and families.

In one example of the influence of awareness, a local leader stated that, “previously parents used to punish children by denying them food/meals, hitting and burning their fingers, but now due to the awareness raising spearheaded by the Child Protection Committees (CPCs), parents are less likely to resort to corporal punishment to discipline their children. They also fear that the Community Child Protection Committees will report them to the police for harming their children.”

A common response of district and community evaluation stakeholders was to focus their comments on breaking the silence on violence, abuse and exploitation in the home, school and the community. Sensitisation and awareness raising activities appear to have started to embed positive behaviour change. Nevertheless, district officials, NGO representatives, child protection workers, and community groups noted that not all Traditional Authorities within UNICEF supported districts received the same level of support. Likewise, community committees noted that not all community members had been reached and that, even within their communities, there are still many inhabitants who remain unconvinced. Every FGD mentioned, in fact, that though they had noted changes, there were still many cases where their community members refused to accept the need to change. This was particularly noteworthy regarding issues around child marriage which some they reported were difficult to address. Community members were reported to say things such as, “What business is it of yours to tell me what to do? You are not the one who has to feed her!”

Furthermore, interviewees mentioned that there is a need for user friendly versions of the NCPS, key legal and regulatory frameworks to inform programming at the District and community level. They noted that the translation of acts and policies into local languages would facilitate and enhanced understanding of child protection at the community level.

The “branding” approach is intended to spread awareness of available child protection and other services and is aimed at reaching all communities. This specific area of intervention is important to

288 That is, versions which local persons in the districts can more easily understand. They should be in Chichewa and use accessible language and infographics.
help ensure that the population knows where to go in case of need and has important potential to address child protection.

**Case Management system development**

The introduction of the case management approach at the district level has improved vulnerable children’s access to multiple services through better referrals. The system is generally well developed though it will need some streamlining, more training and resources to ensure that it is fully used as required.\(^{289}\)

The Government of Malawi has a Child Protection Case Management Framework (validated in 2014) that sets out the required core competencies as well as the roles and responsibilities of the duty bearers.\(^{290}\) This document was developed with the support of UNICEF, USAID and PEPFAR. Supportive tools, such as the Case Management Booklet and Training Manuals have also been developed. The framework and tools are quite comprehensive.

Feedback from the FGDs in communities during field visits highlighted that community members more commonly report cases of child abuse, exploitation and neglect, including cases where parents/carers have not sent children to school, have not given children enough food or force them into a marriage.

Child Protection Officers (CPOs)\(^{291}\) and Social Workers met during the interview process, demonstrated good understanding of the case management process. A good level of commitment to effective case management was noted among the police at National and district levels. NGOs that work in collaboration with local Government to identify and support child victims are also aware of the system. At community level, Child Protection Workers and Community Justice Workers were also aware of the referral system. This included making initial assessments, conducting case management meetings and case conferences for complex child protection cases and making referrals to appropriate services. However, the evaluation team noted that some case managers under the District Social Welfare Offices lacked adequate training and comprehension of their roles and responsibilities.

The Evaluation Team reviewed some of the Case Management Booklets that were being used to track cases. While some appeared up to date, others had few registered cases over the most recent months. There were also some gaps in the information and follow up data was lacking.

Almost all staff met at the District Social Welfare Offices visited highlighted lack of resources and related mobility constraints to enable them to properly follow up on cases and provide the needed support. In fact, interviewees at district level held the common view that case management related work, including its monitoring and evaluation (M&E), is the part of the child protection system that remains the most underfunded. While prevention is considered very important, there was clear frustration among many interviewees and community FGD members about the lack of ability to properly manage and follow up on identified cases.

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\(^{289}\) Please note that some aspects of the case management system have already been discussed in terms of the overall functioning of the child protection system.


\(^{291}\) Police Officers specialising in child protection.
Especially at community level there were complaints about specific cases of violence against children whom they had difficulty to assist and follow up due to mobility issues despite the availability of bicycles for CPWs in the focus districts. Distance, difficult terrain and inability to transport victims on the bicycles made this issue challenging in many localities. This was cited as challenging in almost every FGD. Also, committee members do not have bicycles and cannot provide help with this. This was especially disturbing for the child protection workers and child protection committee members/volunteer case workers where many children lived in remote parts of the area. Likewise, accompanying victims to places where they can receive services was seen as a challenge. Victims could not really be carried on the bicycles.

The frustration of Chiefs, Child Protection Workers and child protection committee members was compounded by the difficulties they face in ensuring that, particularly cases of VAC, continue through the process to prosecute the perpetrators. They noted that there is limited number of successful prosecutions – especially in cases of defilement and indecent assault of children.

Documentation and evaluation interviewees noted that, Chiefs in particular used to be cited as being too lenient with perpetrators and not allowing cases to go forward. This situation is, according to community child protection committees and the chiefs themselves, improving. Though efforts are being undertaken, evaluation interviewees with knowledge of the justice system indicate that there are still gaps to be addressed with regard to child witness protection. They also indicated that there is no victim advocate in court which they consider a real gap. Some also shared that that child protection workers and (other) volunteers have had their property vandalised and/or been directly threatened, an issue which also needs attention.

**Birth Registration and National ID Actions**

Malawi initiated the universal and compulsory birth registration process in March 2012 organised in the National Birth Registration (NBR) system. According the National Birth Registration Bureau (NBRB), though it was adopted in 2012, actual implementation of the birth registration system started three years ago. From 2015 it has become compulsory for all births to be registered.

While children were eligible to obtain birth certificates before 2012, rates were very low and no national registration of birth certificates existed. Though the country has not yet met the target set in the NCPS, many efforts to develop and ensure registration have been undertaken since 2012. There has, for example, been a recent surge in birth registrations in the 9 (32%) of districts that UNICEF is currently supporting from 2% in 2017 to 3.5% by end May 2018.

In addition to the Government,

292 Chiefs were interviewed separately though unfortunately the Evaluation Team was not able to interview many due to time limitations.

293 Before during and after testifying.


295 UNICEF (2018), Final Draft RAM Child Protection. Lilongwe: UNICEF. It should be noted that there were some comments during the evaluation that the DHS and MICS surveys showed higher registration of birth certificates than was actually the case. This was thought to be largely due to the way the question in this regard had been phrased.
other entities have also been working to contribute to the National Birth Registration system. These include the Centres for Disease Control (CDC) in 17 districts and Sant'Egidio in one district.

It should be noted that the NBRB not only focuses on birth registration but also the provision of identify cards to persons over the age of 16.296 Much of the investment (40%) in the NBRB is for the national ID cards.297 This means that the amount of funding for birth registration is limited. Through linkages between the National Registration Information System (NRIS) and the birth registration system, new births will now receive an ID number which will be the same as the one provided on the child’s national ID card when they reach 16 years of age. The issuance of ID cards to children below 16 was said, according to interviewees, mostly a cost issue. Linkages between the ID system and the civil registration and vital statistics system have, however now been established. Several interviewees noted that children’s ID numbers should serve as a reference number in their case management files to protect their anonymity when data regarding the cases is analysed.

During the evaluation, some stakeholders indicated that there are still some bottlenecks that impede the scaling up of the birth registration system to ensure all births are duly registered. This is, in part, due to limited of resources but also for other reasons. While new births are mostly being registered, there is still a large backlog of children who have not yet been registered, according to the NBRB interviewees. Plans are underway to address the backlog issue through direct community registration with an initial roll out in two districts.

Other challenges are discussed in Plan International's review298 for the strengthening of the of digital birth registration in Malawi. These include inadequate infrastructure including of furniture and equipment, human and internet capacities/connectivity, and erratic power supplies. Other challenges include a lack of adequate standardisation of processes, inadequately informed citizens about the registration processes. Furthermore, there are many challenges regarding the capturing of data such as in the case of home births.

Digital technology methods for registration are quickly improving in Malawi. As the development of the system moves forward the evaluators believe that targets to register all births will be met but that the timeline towards achieving this is uncertain.

**One Stop Centres and Community Victim Support Units**

Interventions such as the rolling out of the “Chikwanekwane” One Stop Centres, located in Central/District hospitals and health facilities, have promoted the centralisation of services in one location for physical, sexual and emotional abuse survivors and victims. According to evaluation interviewees, the concept of the One Stop Centres is very much appreciated. Where there is no One Stop Centre, such as in Ntcheu, there is a strong interest in having one. As another interviewee noted, “If I had all” the money in the world I would invest in them.

The One Stop Centres provide an efficient and holistic approach to the provision of the needed victim support. When functioning well, they can also contribute to reducing the traumatic experience of the

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296 The age is expected to gradually lower so that younger children can also have ID cards.
297 According to NRB evaluation interviewees
298 Plan International (undated), Digital Birth Registration in Malawi: Technical Analysis Study: strengthening CRVS in Malawi through the appropriate use of technologies. Lilongwe: Plan International
victims. A key strength of the One Stop Centres was stated as the availability of trained lay volunteer counsellors in some centres. Though an interviewee familiar with this aspect added that, “that victims do not often carry on with counselling sessions. They tend to put more importance on seeing police because they seek justice and medical staff rather than spending time with counsellors. They do not value trauma counselling as part of their well-being.”

The majority of the cases are related to sexual violence but also other types of abuse and exploitation. An FGD with staff at a One Stop Centre noted that the integration of medical, psychosocial and police services at the One Stop Centre has significantly accelerated the handling of GBV cases in the District. Adding that the arrest and prosecution of suspected perpetrators of the violence was facilitated.

Additionally, Police Victim Support Units serve as relevant community child protection services that are offered in Malawi. These support units exist within the community policing offices, providing victims of abuse with critical policing services and ensure safety and protection of women and children.

There was a broad consensus that Community Victim Support Units (CVSUs) have contributed to creating protective environments and responsive structures at the community level for survivors of violence, providing counselling, mediation and referrals to court, hospital and Village Heads. CVSUs have become a critical service for identification of cases and the first part of case management in rural and remote areas where police, One Stop Centres and Child Helpline may not be available.

There are also some physical Community Victim Support Units. That is, some communities have a committee that they call a Community Victim Support Unit without having a physical space to receive victims. While other communities showed the evaluators also a physical space that they also call a Community Victim Support Unit. These physical victim support units were reported as mostly still being very basic. The one that the Evaluation Team visited in Dedza as well as in Machinga had no available materials, including bedding. Even a flashlight was not available which community members indicated is vital because many cases happen at night and it is important to be able to inspect the victim. Neither was there a safe and clean place for the victim to sleep. The community committees did expect that, if a space to receive victims is provided, it should have the basic materials to help them. Particularly if victims are brought during the night, their case is serious, and or they need to be protected from further aggression from the perpetrator(s).

Interviewees noted, however, that while the One Stop Centre (OSC) concept is very good and some are working well, many are not functioning as they should. According to several stakeholders, not all OSC and community Victim Support Units have the needed material and staff. In some cases, victims withdraw their cases as they are afraid of the consequences of accusing the perpetrators.

Interviewees and most FGD members related several times that perpetrators and/or their families had regularly threatened the victim and/or their family. Government social welfare staff, Child Protection Workers, child protection committee members, and others were also threatened. Some interviewees stated, “some staff linked to the centre do not do their duties especially when cases go through to the police and judiciary” because of fear of retribution. A related challenge is that the physical evidence that a particular person is responsible may be insufficiently strong to persevere following through with their case though it is clear that abuse has taken place.
The number of cases seen at the One Stop Centres is highly variable as well. This may be, as one key stakeholders indicated, in part due to the overall “poor visibility” of some of the OSCs. In an example of the cases reported another interviewee stated, “It's not that we see cases on a daily basis like you see patients at the Out-Patient Dispensary. Sometimes we can go a week without attending to any case. But sometimes you find that we are seeing them on daily basis, or like maybe sometimes for 3 consecutive days in a week.” This may be for many reasons, including lack of awareness of the OSC, difficulty with resources of victims and their families to pay for transport to the Centre, or fear of reporting. It should be added, however, that one interviewee noted that the data shows that there has been an increase in number of reported cases to the OSCs though it “is still on the low side given the number of cases found in the communities…”.

Reliance on One Stop Centres to assist victims should not prevent the strengthening of the capacities of hospital staff regarding knowledge of child protection and abuse trauma. One Medical Officer noted that, even where there are One Stop Centres, hospital staff can be the first to see a victim and should be able to attend to the emotional trauma needs and not just physical medical attention. In addition, they should be trained to recognise abuse when victims present to the hospital with physical trauma.

As with many of the other child protection actions, the lack of adequate resources to stock equipment, materials and medicines is troubling.

**Community Based Child Care Centres (CBCCs)**

Integrated early childhood delivery services have been supported and scaled up in the form of Community Based Child Care Centres (CBCCs) for children aged between 3-5 years. Currently the CBCCs no longer fall within the scope of work of UNICEF’s Child Protection Programme, but are under the Education Programme. Nevertheless, From 2012-2014 CBCCs were part of Child Protection and was also included in the NCPS. Although now under Education Programme, the CBCC results are still tracked at community level. The CBCC also remains as a protection structure for children since it helps to address issues related to child neglect.

Malawi is actually one of the countries with the most extensive network of Early Childhood Development centres in Africa. The CBCCs are intended to help children access pre-primary learning and provide special care for HIV affected and other orphans and vulnerable children. Children from child-headed and single parent households have a special focus for inclusion in the CBCCs. The CBCCs, despite being largely run by volunteers, have provided considerable opportunities for the protection of young children from exploitation and neglect.

FGDs with CBCC volunteers revealed that many had not yet received any training on child protection in terms of identifying and assessing children at risk or catering for children with complex special needs. Interviewees frequently mentioned the need for the next child protection strategy to invest in fully developing the capacity of CBCC volunteers in child protection.

A review of CBCCs in Malawi that was published in 2014 indicated that most of the premises and structures of fell short of the required standards. Nevertheless, children were provided with

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300 Ibid.
nutritious food and play that stimulated their development. The Evaluation Team was not able to visit many of the CBCC due to time constraints to determine independently if this was still the case.301

The Evaluation Team did collect information about the quality of the CBCCs from interviewees and FGDs. Where visited, toys and other materials were very limited or non-existent in the CBCCs. In some localities FGD members did say that UNICEF had provided some toys but that these had not lasted very long. The Evaluation Team saw how, in one location, villagers had tried to make a few of their own toys but these were of very poor quality, a point which they noted adding that it was the best they could manage. Volunteers had not received any training on how to make action-based learning toys using local materials. It should be noted that the Government is currently emphasising increased development and use of locally made play and recreation materials.

Another challenge was the lack of stipend due to which many of the CBCC volunteers had “dropped out”. The time involved on volunteering at the CBCC was high while those concerned said they also had to “feed our families and needed to work” on their farms or other activities. It should be added that, as a child protection expert pointed out, this is not unique to CBCC volunteers. This situation also applies to all sectors that use volunteers, in part because Malawi does not have a policy on volunteers. The extent to which volunteers should be incentivised, the minimum level of qualification agencies should consider when applying the incentives and other factors are not determined. Some agencies have argued that attaching a minimum qualification to the provision of such basic services could kill the spirit of volunteerism since most volunteers only have primary education or less. Nevertheless, they have the willingness to serve and are doing it. The evaluators are, however, of the opinion that if the expected work is time consuming and takes away from time allocated to economic activities, there should be some form of basic compensation. Given the need for more persons to contribute to these support services, it is also desirable to compensate them for their time to at least some extent.

**Child Helpline**

The “Tithandizane” Child Helpline services are a practical tool for promoting and protecting children from all forms of abuse and exploitation. The view of stakeholders is that the expansion of the national child helpline has contributed to the elimination of child abuse, exploitation and neglect in communities in Malawi. As one key stakeholder noted, “The establishment of the Child Helpline and work with Malawi telecoms operators to establish a single national number are an important achievement.” The Child Helpline has allowed vulnerable children to place calls (free toll number 24 hours a day) to seek help and counselling and acts as an early referral mechanism for children who are experiencing abuse. The Child Helplines have increased access to complaint mechanisms for children who do not otherwise have access to quality services and intervention. However, some interviewees noted that in some communities, access to a phone is a challenge despite the child helpline being free of charge. The progress regarding the rolling out of the National Helpline is still slow. While resources were invested in developing a national “hub” for the helpline, it is still not functioning.

**Child Marriage Actions**

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301 Facilitators of CBCCs were often in the FGDs at community level as they are members of the Child Protection Committees. They took the Evaluation Team to visit some of the CBCCs while in a couple of cases the FGD was actually conducted in the CBCC premises.
The issues surrounding child marriage legal frameworks were covered in previous sections. Only a few additional points are covered here.

The evaluation noted that, as indicated during the evaluation field visits, awareness of the amended law on child marriage appears high and is said to be increasing. In addition, a recent U Reporters poll carried out in 2018 shows that almost nine in ten (88 percent) of U-Reporters were aware of the amended law. However, 17 percent of that poll still believed that people below the age of 18 should be allowed to marry in some or all circumstances. According to the poll, the majority of U-Reporters in Malawi reject child marriage but believe in marrying soon after reaching 18.

During the evaluation many girls were said to be benefitting from a “readmission” policy that allows girls who become pregnant while in school or who drop out due to marriage to be readmitted in school. FGD members noted that Mother Groups and Community Victim Support Units have taken advantage of this policy to rescue girl children from marriage and have them readmitted in school.

Existence of community-based structures and reporting systems such as the Child Protection Committees and/or CVSU and PVSU are also enabling follow up of cases of children who have married to have the perpetrators prosecuted by the courts. Regarding children who are about to marry, FGDs and Chiefs indicated that they are increasingly being reported and protected from being married. Interviewees, FGDs and the documentation state that there are still very many child marriages but that there are also more marriages being openly prevented than before.

Initially when child marriage cases started to reach formal courts there was some resistance as demonstrated by withdrawal of cases by the child herself or by her family. In some cases, the parents will lie about the age of their child by reporting an older than 18 age to prevent prosecution. A chief told the Evaluation Team that sometimes parents lie and say it is the older sister being married while this is not the case. Yet other parents simply do not turn up in court. What is important to note is that the mere fact that people are hiding the cases also indicates that there is awareness of the illegality of child marriage. It should further be noted that the extent to which boys are protected from child marriage is not clear given that most interviewees/FGDs and documentation focus on girls. With continued prosecution and awareness raising the number of child marriages should go down.

**Children in Conflict with the Law**

Addressing issues around children in conflict with the law is very difficult but progress is being made despite, again, a lack of resources to ensure that all aims are achieved. As one interviewee noted, “The National Child Justice Strategy Document was endorsed last week. There is a plan now to release children in detention and how and where we put them. Magistrates and others will

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303 With only a few documents providing statistics but little analysis of what this means for boys in practice.
be supported in terms of capacity building. The additional training of District Social Welfare Officers on child justice was also particularly mentioned in the document. An M&E framework will be prepared. There are again, however, very few resources are cited to implement this. No one wants to put their hands on this. If costed and resources obtained this could be very helpful. Implementation could provide a good momentum to addressing child justice problems."

Several evaluation interviewees working specifically on child justice mentioned the lack of reliable data on the children in conflict with the law situation which is also challenging. In addition, ensuring that information on a particular case on an accused child is available is difficult as it requires mobility to go to the community to collect evidence. Another challenge mentioned was that court officials need to be more versed with psychosocial theories but is not taught in law or to magistrates. Judging children who are in conflict with the law is quite different from judging adults and insights into children’s developmental stages and understanding is key. An additional point is the need for, “investment in technology to collect proper evidence in court including those that capture and process and share information on a case.”

Additional gaps mentioned were “the need for at least one child justice court in each and every district” and “an analysis of available institutions for children to be diverted to. There is also need for more placement and reformatory centres.”

Two child justice specialists also raised the need for a simplified version of the Child Justice Act and more dissemination of the Act. In fact, the Evaluation Team considers that an entire additional evaluation and study could be done on Child Justice issues and the functioning of the approaches to improve Child Justice issues.

Another challenge identified in this evaluation is that child justice regarding requires a combination of psychosocial and sociology as disciplines yet for the most part, lawyers and magistrates are mainly trained in understanding and applying the law and not trained in psychosocial and sociology. As one interviewee noted, “The court system is much versed with the law and not psychology or sociology”. Legal experts need at least a basic understanding of child developmental milestones so that the do not treat children as if they are mini-adults, a problem that is identified in many countries. Furthermore, sentencing of children needs to take their immediate family environment and support network into account to ensure the most positive eventual outcomes for the child.

Nevertheless, it should be noted that some of the child diversion activities have been quite successful and should be scaled up. As a UNICEF Malawi Fact Sheet indicated, “Diversion can be defined as the channelling of young people from the criminal justice system into programmes that make them accountable for their actions. In one example, Paralegal Advisory Service (PASI) has worked to link local NGOs with the Ministry of Justice and Malawi's Prison Service and provided support to children in conflict with the law. The work of Byounique, which UNICEF and CORDAID have supported, could also be mentioned. This includes the provision of life skills, vocational/technical and entrepreneurship training to children in conflict with the law. Aside from providing support for legal cases, providing life skills programs for those with first offenses, work directly with families of children in conflict with the law and work is done to raise awareness in communities. In the case of the Byounique life skills program graduates, the organisation found that 90% of the children did not reoffend. The NGO YONECO is also active in this area as well as some other entities.

304 UNICEF (undated), Malawi Fact Sheet: Diversion of Children in Conflict with the Law. Lilongwe: UNICEF Page 1
**Child Labour and Related Trafficking Actions**

In addition to Government other agencies have supported projects and actions on child labour elimination. Agencies include ILO, UNICEF, Save the Children, Plan International, the Eliminating Child Labour in Tobacco Growing Foundation (ECLT) and others. Child labour is nested within the child protection systems approach and, particularly within the Government and UNICEF supported case management methodology. In the case of other UNICEF supported activities, child labour elimination is directly integrated in various awareness raising programs in Children’s Corner activities and others.

Malawi ratified ILO Convention 138 on minimum age for employment and ILO Convention 182 on Worst Forms of Child Labour in 1999.\(^{305}\) Children who work in some of the Worst Forms of Child Labour or otherwise hazardous child labour may be trafficked in Malawi. Trafficking may be into forced labour on farms, into Commercial Sexual Exploitation of Children (CSEC) in begging, small businesses, and potentially in the fishing industry.\(^{306}\) In past years, some were coerced to commit crimes.\(^{307}\)

Despite the numerous social and other programmes, child labour continues to be a major problem. Several stakeholders pointed out that children in Malawi continue to engage in the worst forms of child labour including in tobacco growing and in CSEC. Children also continue to work in other hazardous occupations in Malawi. CSEC constitutes a form of violence against children and is included unconditionally under ILO Convention 182 on the Worst Forms of Child Labour.\(^{308}\) Some interviewees noted is that there is little data on the prevalence and condition under which CSEC occurs and insufficient action planning to eliminate it.

The evaluation team found that some of the child protection structures at the community level, such as VSUs, CCs and CPCs are conducting awareness raising and sensitisation on dangers of trafficking of rural children into child labour, including CSEC. YONECO in Zomba, for example, has radio programmes sensitising communities on trafficking of children and have a safe house for victims of trafficking. However, some interviewees commented that a more focused response is needed to address the issues of child trafficking victims, including tailored services and support structures for victims of CSEC.

Representatives from YONECO also pointed out that CSEC in the context of child sexual abuse materials are growing concern in Malawi. Triangulation with documentation and other information further indicated that perpetrators can use the proliferation of the internet and technological advances in the country as hidden pathways to groom and seduce vulnerable children.\(^{309}\) YONECO has launched an online anonymous public reporting system in collaboration with the MoGCDSW,

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\(^{306}\) Ibid

\(^{307}\) Ibid


Internet Watch Foundation (IWF), Child Helpline International, and the Malawi Communications Regulatory Authority (MACRA). The system enables the reporting child sexual abuse imagery that individuals may stumble across online using a web-based form, the illegal images and videos of children can then be removed. Other evaluation stakeholders also warned about the gaps in the NCPS for the protection of vulnerable children in the digital age and the growing challenge for strengthening responses to online sexual abuse and exploitation.

In tobacco growing localities evaluation interviewees and FGDs noted that the impact of projects on eliminating child labour in tobacco growing was visible. The same was emphasised during the Evaluation Validation Workshop. Nevertheless, some district level interviewees also noted that the coverage of such projects was insufficient and needed to include more areas in the districts. This applies not only in the tobacco growing areas but also in other localities from which children are being trafficked to Mozambique to work in tobacco fields.

There is still much work that remains to ensure that child labour and associated trafficking is fully addressed. Ensuring full coverage of the case management approach and awareness raising nation-wide is essential in this respect.

**Safe Schools Program**

The Safe Schools Programme is operated in collaboration with schools in UNICEF supported and other districts in collaboration with agencies such as Action Aid. The Safe Schools programme is intended to work to end violence against children and strengthen referral pathways with the help of the District Social Welfare Officers, police and judiciary. Close collaboration with District Education Officers and Head Teachers, providing them with training and technical support was also provided. Through the programme there has been strengthening Learner’s Councils and school governance. Teachers have been trained in positive discipline, strengthening Children’s Clubs and Parent Teacher Associations. In another initiative, over 11,000 girls have been trained in self-defence and empowerment regarding issues of in and out of school VAC.

An important part of the Safe Schools programme is the use of a “Complaint Box” which encourages anyone, from children to other teachers, to put a complaint in the box about incidents of violence or other abuses. The box is opened in the presence of the police and, though the messages inside are anonymous, efforts are undertaken to understand and follow up on the case. In one school that the Evaluation Team visited the box was supposed to be opened but the police had not been available yet. A look inside the small opening at the top of the box revealed that it was almost full. The Head Teacher related that some teachers had expressed concern about what might be in the box and of being unjustly accused. He said he had told them that, if they were not guilty they should have nothing to worry about. As another key stakeholder pointed out, “that when children are empowered it can be threatening.” The person added that, “teachers are seen as the main perpetrators but we have seen that it is in fact mostly the peers and community members.” At the same time one police representative pointed out that some teachers had also been arrested for defilement as a result of follow up of cases from the complaint box.

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Some education and other key informants did point out that the method is still relatively new and needs to be more firmly anchored in the case management system.

**Alternative Care and Reintegration into Family-based Care.**

The Government of Malawi has been seeking to reduce reliance on institutions for children requiring alternative care and strengthening adoption procedures and foster care. This component was assessed as functioning relatively well but will continue to need much support as the overall number of children in alternative care does not significantly reduce. While some children are reintegrated into Family-based care, others continue to enter into alternative care.

With support from UNICEF, the Malawi Human Rights Commission (HRC), in collaboration with the Child Care Review Board, produced a monitoring report on the situation of children and the quality of care being provided to children in Child Care Institutions (CCIs) in 2017. The Report confirmed that there are 169 CCIs in the country but emphasised that the exact number of children in alternative care remains unclear due to the lack of clear records being maintained for children in CCIs and the lack of regular monitoring. As with several other actions, data remains a challenge to be addressed.

Nevertheless, the report stated that the number of children in institutions (compared to findings in 2013), has dropped from 10,136 to 8,049, representing a 20.6% reduction. Amongst the 8,049 children in CCIs, 3445 were girls and 4604 were boys; 6388 children were in orphanages and 600 children being looked after in CCIs were infants below the age of 2 years. Some other aspects of the reintegration of children were also discussed in Sub-section on the CPIMS.

It can be added that he Malawi HRC and MoGCDSW have strengthened the capacities of 40 Social Welfare Officers to conduct child and family assessment, family tracing, child placement and post placement follow up/ monitoring. The Government has also placed 16 graduate (with first degree) Social Workers in the 4 districts of Lilongwe, Blantyre, Dedza and Mangochi to support the process. Case management tools have been adapted and modified for use during the reintegration process.

**Children’s Corners and Youth Clubs**

Children’s Corners (CCs), have been established in schools and communities across Malawi for children aged 6-18 years. The Children’s Corners are clubs that act as focal points for interventions relating to vulnerable children and offering children a safe environment to play, receive counselling and life skills from peers and volunteers. A recent review of the Children’s Corners has been triangulated with the evaluation interviews and FGDs to arrive at main findings. It should be noted that the Children's Corner review report was only read after the Evaluation Team had already conducted interviews and FGDs. It was thus useful to see that the conclusions generally aligned.

The Children's Corners are one of the few child protection approaches where the voice of children is substantial. Older children and youth are the main facilitators of the Children’s Corners and as

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such are involved in planning the activities to the extent that resources allow. In fact, several key stakeholders indicated that the lack of the voice of children in all child protection activities was one area where there could be improvements in a new child protection strategy.

The Children's Corner review estimates that there were an estimated 2,672 Children’s Corners in Malawi in which over 251,382 children participate. The evaluation interviewees and FGD groups indicated that the focus of the NCPS and its implementation efforts to scale up the CCs has empowered children as rights holders.

FGDs with the child members of CCs revealed that children are on the whole aware of their rights and confident in reporting abuse, exploitation and neglect of their peers to Village Heads. The evaluation agrees with the review findings that children tend to find psychosocial supports within the groups.

Children in FGDs said they enjoyed the recreational sports and arts activities that are included though they also mentioned that there were insufficient play materials such as quality balls and nets. Children also spoke of learning skills in practical income generating subjects, though in most cases they did not consider them sufficient to provide adequate supplements to household income. The initiative of Aflatoun International on financial literacy for children and youth in support of Children’s Corners appears as a good practice in this regard. With the support of CRS, Aflatoun promotes unique social and financial education projects to strengthen Children's Corners. The activity is oriented to the development of social enterprises with youth, encouraging older girls and boys to become social entrepreneurs and engage in community services.

Regarding the challenges, the Evaluation Team and the Review that the Malawi Human Right Commission conducted found that there was an overlap with Youth Clubs which included the age range of 10 to 30 years of age. The Youth Clubs that the Evaluation Team met, however, tended to be composed of youth in their upper teens and early twenties. Nevertheless, the Evaluation Team found that children and youth met still appreciated having both types of groups. It should be added, however, that the Evaluation Team did not meet enough Youth Clubs to come to a certain conclusion.

The locations for the Children’s Corners and the Youth Club activities were often reported as inadequate, and as not properly sheltering the children from sun and rain. Facilitators mentioned that their peer facilitators had often dropped out because of lack of stipend or other material support as they are young and looking for remunerated work, often in other localities. One bluntly stated that he had to honest and say that he, too, would leave if he found a job even though he enjoyed his being a volunteer facilitator with the Children’s Corner. As also mentioned in the Review, some groups felt they were insufficiently supported with materials as well as with infrequent monitoring of their activities. They added, as did other FGDs of Child Protection Committees, that they wished to be visited more frequently for monitoring so they could gain recognition of the work that they are doing to support the children.

Research

313 The Evaluation Team asked questions such as “Do you know what the rights of the child are? If so, what are they?”
Without going into a great deal of detail, it is useful to note that there has been quite a number of research studies during the NPCS implementation period that guide the implementation of useful actions on child protection, see table below. The Evaluation Team reviewed many of these documents and found them to be generally useful for guiding the planning and implementation of actions on child protection issues. The many research documents on violence related subject clearly indicate that public opinion of what constitutes violence and its impact on the well-being of children, their families and the future of the country needs to be shifted. Public dialogue on issues surrounding violence need to be intensified (See Recommendations 4 and 7)

Table 3: List of Key Research Carried out during the NCPS implementation period

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<tr>
<th>Study Title</th>
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<tr>
<td>Assessment of the Capacity of the Health Sector to Respond to Violence Against Women and Children in Malawi. Final Report 2011</td>
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<tr>
<td>Assessment to Identify Entry Points to Strengthen CP within ECD in Malawi 2012</td>
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<tr>
<td>Protecting children in Malawi. A report on the major findings of the mapping and assessment of the National Child Protection System 2012</td>
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<tr>
<td>Report on Violence Against Children and Young Women in Malawi. Findings from a National Survey 2013</td>
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<tr>
<td>Assessment of the capacity of MoEST to response to violence. Final Report Dec. 2013</td>
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<tr>
<td>Formative Study on Violence Against Children in Malawi July 2014</td>
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<tr>
<td>Assessment of MoEST to identify, prevent and respond to Violence, Abuse, Exploitation and neglect. 2014</td>
</tr>
<tr>
<td>Child Protection Study on Early Marriages. 2014</td>
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<tr>
<td>Malawi Reintegration Study 2014</td>
</tr>
<tr>
<td>Situation Analysis for Vulnerable Children in Malawi 2014</td>
</tr>
<tr>
<td>Formative Study on Violence Against Children in Malawi July 2014</td>
</tr>
<tr>
<td>Capacity Assessment Summary Report (10 Districts) 21 January 2016</td>
</tr>
<tr>
<td>Ujaama Research Brief on Sexual Violence Prevention for Adolescent Women 2016</td>
</tr>
<tr>
<td>Children’s Corner Services in Malawi. A Review Report 2017</td>
</tr>
<tr>
<td>MHRC. Child Care Institutions Monitoring Report 2017</td>
</tr>
<tr>
<td>Reintegrating Children from Institutional Care: a model for Malawi 2018</td>
</tr>
</tbody>
</table>

The evaluation saw evidence that several of the studies inform the work implemented on child protection. Examples include the “Protecting children in Malawi. A report on the major findings of the mapping and assessment of the National Child Protection System 2012” study which was used to develop the NCPS. The Mid-Term review of the NCPS was also used to change factors such as dropping 2 inadequate indicators. The Child Protection Study on Early Marriages was used to information actions to reduce child marriage in Malawi. The Capacity Assessment Summary Report (10 Districts) has been used to identify main areas that need capacity strengthening and plan to address them accordingly though much remains to be one in this subject area.

4. Impact Section
### Table 4: DiD Estimators for Child Protection Indicators

<table>
<thead>
<tr>
<th>Indicator</th>
<th>2010 DHS (Baseline)</th>
<th>2016 DHS (End line)</th>
<th>Difference in Difference</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Comparison</td>
<td>UNICEF supported</td>
<td>Comparison</td>
</tr>
<tr>
<td></td>
<td>districts</td>
<td>districts</td>
<td>districts</td>
</tr>
<tr>
<td>1) Reduction in violence against women</td>
<td>37.2%</td>
<td>34.8%</td>
<td>38.9%</td>
</tr>
<tr>
<td>Comment: No data exists on violence against men. Including such information in future surveys will provide indispensable information for programming interventions aimed at dealing with violence.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2) Reduction in violence against children</td>
<td></td>
<td>5.8%</td>
<td>5.5%</td>
</tr>
<tr>
<td>Comment: Data on violence in children was not collected in either DHS 2010 or MICS 2006</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3) Reduction in child labour (children aged 5-14)</td>
<td>32.8%</td>
<td>23.7%</td>
<td>42.6%</td>
</tr>
<tr>
<td>Comment: Data were captured on whether the children worked on farms, produced some items and/or sold such items. These questions were not asked in 2006 MICS or DHS 2010</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4) Percentage of children age 1-14 years who experienced psychological aggression or physical punishment during the last one month (72.4%)</td>
<td></td>
<td>5.8%</td>
<td>5.5%</td>
</tr>
<tr>
<td>Comment: Data on psychological or physical punishment in children was not collected in either DHS 2010 or MICS 2006</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5) Percentage of people age 15-49 years who were first married or in union before age 15 (Men=1.5%, Women=10.3%)</td>
<td></td>
<td>9.1%</td>
<td>6.5%</td>
</tr>
<tr>
<td>Comment: No data exists for men on age at married in 2010</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6) Percentage of people age 20-49 years who were first married or in union before age 18 (Men=9.1%, women=49.9%)</td>
<td></td>
<td>31.9%</td>
<td>29.6%</td>
</tr>
<tr>
<td>Comment: No data exists for men on age at married in 2010</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7) Young people age 15-19 years currently married or in union Percentage of young people age 15-19 years who are married or in union (Boys=2.6%, Girls=28.4%)</td>
<td></td>
<td>11.8%</td>
<td>13.8%</td>
</tr>
<tr>
<td>Comment: The proportion of people aged 15-19 years in marriages has slightly dropped but the drop is not statistically significant</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8) Children working under hazardous conditions</td>
<td></td>
<td>23.4%</td>
<td>18.3%</td>
</tr>
<tr>
<td>9) Percentage of children age 5-17 years involved in hazardous work (Male=37.8, Female=31.6%)</td>
<td></td>
<td>23.4%</td>
<td>18.3%</td>
</tr>
<tr>
<td>Comment: Data on conditions that children that were involved in child labour were not collected</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10) Percentage of children under the age of 18 who are not living with a biological parent (20%)</td>
<td></td>
<td>6.2%</td>
<td>5.7%</td>
</tr>
<tr>
<td>Comment: All those married were excluded from the numerator and denominator. Further, in 2014 data on line numbers of parents were captured. This is the main reason for the increase in the proportions in 2016 DHS. In 2010, data used were just on whether the parents were alive or not.</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Methodology Difference in Difference Impact Section**

The evaluation team was asked to use a Difference in Difference (DID) method to estimate the impact of UNICEF support in the 10 supported districts using a quasi-experimental method. To achieve this, the evaluation team grouped the 10 UNICEF supported districts as a “treatment group”. These districts were matched with another 8 districts to form a comparison group. The comparison group was used to compare with the UNICEF districts using the DID method. The matching of the
districts was done using observable characteristics such as geographical location, population, ethnicity and district land size.

For the impact evaluation, given the absence of an impact data for the CPS, the evaluation team obtained DHS 2010 and 2016 data sets from the National Statistics Office. The DHS 2010 data set was used as a baseline while the DHS 2016 was used as end line data. Since the DHS does not collect child labour data, the evaluation team used the Multiple Indicator Survey of 2014 data set (which was obtained under permission from the UNICEF MICS website) as baseline data for the child labour indicator. Again, since the MICS has not yet been repeated, the evaluation team used the child labour survey of 2015 as the end line data. The MICS data was collected in 2013, although the main report was produced in 2014. There was therefore a two year gap between data collection for MICS and the NCLS, allowing the evaluation to assess impact on child labour. The HIV indicator data was pulled from the National AIDS Commission data set. STATA version 13 was used to analyse data from the data sets.

To test whether intervention activities could be said to be a contributory cause to the results, the Evaluation Team adopted the model from Gertler, Martinez, Premand, Rawlings and Vermeersch, 2010\(^{316}\). The model provides the answer to the basic impact evaluation question—what is the impact or causal effect of a program P (in this case UNICEF support) on an outcome of interest Y (in this case child protection indicators). This model says that the causal impact (\(\alpha\)) of a program (P) on an outcome (Y) is equal to the difference between the outcome (Y) with the program (in other words, when P=1) and the same outcome (Y) without the program (that is, when P=0).

\[ \alpha = (Y \mid P = 1) - (Y \mid P = 0). \]

This model is called the difference in differences method (DID), also known as the ‘double difference’ method, as opposed to single difference methods (SD), to compare the changes in outcomes over time between treatment (UNICEF supported districts) and comparison groups (matched non-UNICEF districts) to estimate impact of UNICEF support. Applying the DID method removes the difference in the outcome between treatment and comparison groups at the baseline, thereby attributing the remaining difference to the UNICEF.\(^{317}\) Figure 3 below shows the DID model.

\[ \text{Figure 3: DID model} \]


Methodological limitations

The quasi-experimental method of impact evaluation, just as the experimental design in impact evaluations, requires that a baseline study and an end-line study be carried out in both treatment and comparison groups. The base and end-line studies thus provide time series data to estimate treatment effects (calculate impacts) on outcomes of interest. That is, to determine what can be attributed to the treatment (contribution), in this case UNICEF support. In the case of the NCPS, there was no baseline and end line study, however.

As already discussed in the Relevance and Effectiveness Sections, indicators or outcomes of interest were not clearly articulated. This created a significant challenge in terms of applying the DID methodology and should be considered when understanding the results of the analysis. More challenging still, the NCPS did not have clear specific programme outcome indicators to be tracked. In addition, an evaluation design to correctly analyse results was not specifically planned for at baseline. Hence no resources were allocated for an impact evaluation, which are normally expensive and cannot be funded within nominal and on-going monitoring budgets.

The lack of baseline and end-line data for both the treatment and comparison groups meant that the team had to use national data sources, especially the DHS data sets and MICS. The DHS has limited child protection indicators. Unlike the DHS, the MICS has more child protection indicators, but the data available in the MICS is only baseline data, as the MICS had not yet been repeated when the evaluation took place. Hence, MICS data could not be used in the analysis. The DHS 2010 and 2016 were thus used for comparison. As indicated in the Effectiveness Section, the DHS does not, however, collect much relevant child protection data.

Table 5: Specific Child protection and National Statistical Office (NSO) Indicators Included in the NCPS strategy

<table>
<thead>
<tr>
<th>Results chain</th>
<th>Core elements of the CP system</th>
<th>NCPS Indicators</th>
<th>Additional NSO indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Impact</td>
<td>Violence</td>
<td>Reduction in violence against women</td>
<td>Number of women age 15-49 years who were first married or</td>
</tr>
</tbody>
</table>

318 With Impact Evaluations being those evaluation that are usually conducted at least six months after the end of a project/programme to ascertain the extent to which lasting impact is visible.

319 Such as an evaluability plan
5. Gender and Equity Section

Specific Aspects Regarding Children with Disabilities:

The NCPS document noted the lack of data on children with disabilities and the need to ensure that care mechanisms for children with disabilities and other vulnerable children need to function well in the context of a child protection system. Addressing the issues of children with disabilities is clearly a challenge in a low resource country like Malawi. Several community stakeholders met during the field trips pointed out that there has been a general reduction of discrimination and stigma against children with disabilities. For example, a member of a Community Child Protection committee reported: “Through community awareness and sensitisation programmes there has been a reduction of discrimination and stigma against disabled children.”

The evaluation evidence suggests that there are still gaps in the child protection structures in Malawi to adjust to the needs of children with disabilities. Lack of access to rehabilitation services and negative beliefs and stigma prevents family members from seeking help for their special needs children. This negatively affects the life chances and the rights to development of children with disabilities to their full potential.

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320 Munthali, A; Tsoka, M; Milner, J; Mvula, P. (2013). From Exclusion to Inclusion: Promoting the Rights of Children with Disabilities. Lilongwe: Centre for Social Research
Several stakeholders pointed out that more needs to be done to improve protection for children with disabilities who are at high risk of suffering abuse, exploitation and neglect. Several key stakeholders and research in Malawi on VAC indicates that children with disabilities are at risk of being abandoned or trafficked to be employed as child beggars. Most children with disability, especially girls, are also likely to be out of school as many school environments have poor access and do not have the needed capacities to address the issues of such children. The general view of interviewees is that there is a lack of access to inclusive education due to lack of resources and inadequately trained teachers in special needs education. In one example, a Children's Corner facilitator stated “in the group we also have some children with disabilities but the materials we have are not appropriate for those kids.”

FGDs in several communities in different districts visited revealed that some services and data are available regarding children with hearing loss, visual impairment and physical/mobility impairments. However, very little information or services are still available regarding children with intellectual impairments and learning difficulties. Interviewees noted that children with intellectual impairment/epilepsy were on the whole physically isolated and stigmatised and were victims of discriminatory practices. It is common, for example, for people to attribute intellectual/learning disabilities to witchcraft. A representative of one NGO, reported for example: “Sometimes children are accused of being witches. We came across a case recently of an 8-year-old girl who had epilepsy and intellectual disabilities. She was abandoned on the streets for three years because she had been accused by her community of being a child witch.”

**Children with Albinism**

In the category of children with disabilities, the category of children with albinism requires special note. The Government of Malawi has a National Technical Committee on Abuse of people with Albinism in Malawi. A representative from the MoGCDSW indicated that “we wanted to do a quick head count of people with albinism but it was poorly done. We hope this will be included in the census. We are fighting for that”. Similarly, a member of the Child Protection Committee at Traditional Authority level stated that children with albinism are particularly vulnerable and “we are sensitising communities to ensure that we all participate in their safeguarding.” YONECO Child Helpline in Zomba informed of a radio programme they have on sensitising communities on the rights of children with albinism. Nevertheless, several stakeholders pointed to the challenges posed by the lack of political will to deal with the rise in targeted violence and killings of children with albinism. For example, one community Victim Support Unit member reported that, “a girl with albinism was abused by a community member. She was non-verbal and extremely vulnerable. Children with albinism face neglect and are at high risk of abuse.”

The general view of interviewees and FGD members was that children with albinism and their families live in fear and families are reluctant to let them go to school or walk alone because of worries that they may be abducted. The important role of the police in prevention and response as one police representative noted: “We carefully watch over children with albinism as we know they are in danger of being abducted and trafficked. There was a case recently where a child was sold to traffickers by his own father.” Several stakeholders stressed that every child has the right to survive

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and that the basic survival, safety and development needs of children with albinism are threatened due to their exposure to violence, abuse, exploitation and neglect.

Children Living and or Working on the Street
Children living and/or working on the street are one of the most marginalised and socially excluded categories of vulnerable children. The Government estimates that there are around 4,000 children living and/or working in the streets in Lilongwe and Blantyre, of these around 500 are children who live in the street. Children who live on the streets are susceptible to sexual abuse, harassment, discrimination, drug and substance abuse.

Malawi has a Charter for Street Children (2017) developed by groups working with street children to ensure that street children are protected and provided alternative safe environments and re-enrolled in education. The Charter is in accordance with the National Strategy on Children Living and Working in the Street (2014-2018), which was designed to protect the rights and welfare of children found in the streets. Despite these plans and strategies, several stakeholders met during the evaluation pointed out that there is a need for Government and civil society to work together to address challenges that are driving children onto the streets. For example, one interviewee noted: “Street children should not be invisible. They need to be seen as representing a child welfare issue that is subject to social welfare policies, care and protection and not as criminals”.

The evaluation team found that there is a need to strengthen social response mechanisms to ensure that preventative, protective and rehabilitative services are provided to children living on the streets and those who at risk of taking to street life. Stakeholders also pointed to the need to pay special attention to highly vulnerable girls who live and/or work on the street and their babies.

Children in Emergencies/Child Refugees:
The evaluation revealed a broad consensus that disasters and emergency situations, such as the floods of 2015 in Malawi, undermine the structure and systems that protect children. Vulnerable children in emergency situations are exposed to new threats such as loss/separation from their families, sexual exploitation and trafficking. Furthermore, existing harmful practices such as worst forms of child labour and child marriage can be exacerbated. The general view of interviewees is that there is a need to support families and local authorities to prevent and respond to violence, abuse, exploitation and neglect of children not only in emergency situations but also when in a refugee situation or when they are trafficked for labour.

UNHCR stated that as of July 2018 there are 34,000 refugees in Malawi mainly from Congo, Burundi and Rwanda. Amongst these, 18,000 are children. UNHCR has programmes for unaccompanied/separated children in their refugee camps in the Central and Southern region of Malawi: “We have good community engagement of refugees on child protection activities and use case management. We are involved in the child protection cluster and refugee children were involved in the Day of the African Child activities.” However, despite these efforts some stakeholders noted the high rates of violence and exploitation of children in refugee camps in Malawi. The Evaluation Team noted a lack of appropriate coordinated linkages of issues regarding refugees, migrant and

322 According to one Government key informant
324 Patricia Kambewa, UNHCR. Malawi
trafficked children to the NCPS. Also, one key informant cited the need to strengthen collaborative structures on child protection with District Social Welfare Officers regarding such children.

6. Good Practices

Good Practice 1 – Sexual Violence Prevention through Girls Empowerment and Self-Defence (Ujaama Pamodzi)

1) Key Areas of Good Practice

- Training girls in schools using the Girls Empowerment and Self-Defence curriculum
- Training boys in schools using the Boys Transformation curriculum.
- Training and certification of local Malawian facilitators on the two curriculums; the girls and boys curriculums.
- Running a psychosocial support program for survivors of sexual assault, The Sexual Assault Survivors Anonymous (SASA) program.
- Identification, establishment and strengthening of referral pathways. Working closely with organizations, government officials at both community and district level during referrals.
- Improvement plans, and codes of conduct.

2) Context - Brief description

This empowering girls to prevent violence programme is part of UNICEF’s VAC priority response pointing to prevention as the first line of defence against child abuse. The key focus of the intervention was on assault prevention, intervention and gender equality. The defence training provided to school girls consisted of self-empowerment, self-efficacy and self-defence. The boys transformation curriculum encouraged boys to gain courage to stand up to sexual assault in their communities and to prevent Violence Against Girls and Women.

Where the good practice was implemented:

The programme was implemented in 65 schools across Salima, Mangochi, Nkata Bay, Dedza and Lilongwe. 120-200 students were reached in each target area. The target group were: age 10-19 years (primary school class 5-8, secondary school from 1 -4). Overall, 14,280 children: 6,764 girls and 7,516 boys were reached.

Why the good practice was implemented:

Research has shown that 1 in 5 girls in Malawi are sexually abused before the age of 18 and the key perpetrators are partners, classmates and other known individuals. Sexual assault puts girls at risk of contraceptive and condom non-use, unintended pregnancies, STIs, decreased control in future relationships and poor mental health. The aim of this project was to reduce cases of sexual assault on girls and young women in Malawi and to reduce cases of teenage girls school dropout related to early marriage and teenage pregnancy. The project was implemented to empower girls to master a wide range of abuse avoidance techniques, hence empowering them to become more powerful agents of change.

Who was involved:

The activities were undertaken by Ujaama Pamodzi, in collaboration with various partners, including UNICEF, District Officials, teachers, community and students.
**When** the activity was implemented:

**3) Level and type of innovation of the good practice and overall impact**
The practice was very innovative in that it implemented the violence prevention in schools, empowering girls to master a wide range of abuse avoidance techniques. The emphasis was on verbal skills (using the voice), boundary setting, negotiation, warning for consequence and naming the behaviour and yelling.

Effectiveness of intervention persists across diverse districts in Malawi and impact of the programme is good. An evaluation by Johns Hopkins University of the Ujamaa IMPower programme undertaken in 2016, indicated significant success in violence prevention.

1. Girls in the intervention group experienced a 40% decrease in the incidence of forcible rape. Ujaama highlighted that prevention is the first line of defence against child abuse.
2. Annual incidence of school drop-outs due to pregnancy reduced by 44.17% and child marriage decreased by 45.76 in the intervention schools, two years after the program.
3. There was a significant increase in knowledge of self-defence in girl’s participants and a general increase in the level of confidence amongst boys and girls participants, which led to assertiveness and improved participation in classes in the intervention schools.
4. The programme reached over 35,000 students surpassing the target in the five districts.
5. Formation/strengthening of students’ council in all targeted school and enhancement of student participation at school level.
7. Strengthened linkages with referral partners, including police (VSU), social welfare and Child Protection Officers.
8. Students following the course were more likely to talk about sexual violence they had suffered in the past, thus opening the door to potential support and intervention.

**4) Description: processes and steps involved**
Implementation districts were selected for geography and heterogeneity, and as priority settings for UNICEF’s Safe Schools Program. Within district, schools were matched by size and randomized to intervention or control condition at the school level to limit contamination. Students randomly selected for participation using the bead method. Self-reported data collected via ballot box to maximize confidentiality and instructors read aloud survey items. During the implementation process, trainers conducted six week self-defence and transformation courses and designed curriculums for both girls and boys.

**5) Resources and skills needed to carry out the good practice**
*Resources:* self-defence instructors/boxing mitts, mobilisers, counsellors and youth volunteers/mentors.
*Skills:* Breaking down social norms that disempower girls and keeps them submissive, promoting child rights and girls empowerment, counselling.

**6) Sustainability of the Good Practice**
Youth volunteers have been trained and recruited in the target communities. They are mentored and equipped with knowledge and skills on how to implement activities under the empowerment and transformation program. The volunteers are recruited to be role models and agents of change in their communities, co-facilitate in the trainings, and as a result are able to continue with minimum
supervision even when project has ended. The project has also trained many local facilitators who are qualified and certified trainers.

7) Link to Other Resources:

Good Practice 2 – Diversion and training support approaches with children in conflict with the law

1) Key Areas of Good Practice
   o Monitor the situation of children in conflict with the law at police, courts and prisons
   o Support children in conflict with the law to positively restructure their lives
   o Support graduated children to return to school
   o Train children in conflict with the law in life, vocational and entrepreneurship skills
   o Actively involve parents and train them in positive parenting
   o Follow up support for 9-10 months subsequent to the diversion training
   o Educate in-school children about child rights and prevention of child crime
   o Advocate prevention, diversion and positive acceptance via community outreach
   o Train child justice practitioners in child rights, diversion and swift processing
   o Streamline and facilitate efficient child justice policies and processes
   o Develop manuals, referral forms, monitoring systems and EIC materials

2) Context - Brief description

   Where the good practice was implemented:

   In 4 districts in South-Malawi, involving 15 police stations, 15 schools, 15 high-risk communities where most participants lived and where child crime prevalence is high, and 4 (young) offenders’ prisons.

   Why the good practice was implemented:

   Children in conflict with the law in Malawi are found in deplorable conditions in prisons despite the fact that, according to the Child Care, Protection and Justice Act (2010), children should not be incarcerated in a prison and only in exceptional circumstances in a reformatory center or safety home. As much as possible, children should be provided with diversion support which provides them with alternative consequences to prison.

   Diversion channels children away from the criminal justice system into programs that make them accountable for their act.\(^{325}\) It offers children a chance to repair the harm to the victim and to take responsibility for the wrong action. Diversion benefits all stakeholders involved: children, parents, victims and community members. The child does not have to go through the traumatic process of the formal criminal justice system and will not get a criminal record. It prevents stigmatizing the child and reduces the risk of re-offending. Families benefit from the positive change in the child’s behavior, revived family relationships and end to worries about their child’s future. Victims see their loss repaired and community members benefit from the positive contributions of the children.

   Malawi has recognized the importance of diversion and has adapted it in many official documents, like the Constitution, the Child, Care, Protection and Justice Act, and the Criminal Procedure and Evidence Code. Still, until the start of this good practice, due to lack of knowledge, of efficient processes and skepticism about the impact of diversion, diversion was hardly implemented on the

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\(^{325}\) UNICEF (undated), Malawi Fact Sheet: Diversion of Children in Conflict with the Law. Lilongwe: UNICEF Page 1.
ground. This good practice was implemented to change this and make diversion a broadly supported key child justice measure in Malawi.

At the time the good practice was implemented there were still under age children in the four prisons where it was carried out. Currently there are few, if any, children in prisons as the laws sending children to reform centres or placing them in diversion are being implemented. The program was aligned with the Government Child Justice Programme and took 10 weeks. Results indicated that 90% of the over 200 graduates did not reoffend. Currently some parts of the programme are being implemented in Mpemba and Chilwa Reform Centres and with home visits to the households of affected children. Adapting and replicating the programme in more Reform Centres would be beneficial to children in conflict with the law and their families

Who was involved:

The activities were undertaken by the NGO Byounique Trust, in collaboration with governmental and non-governmental partners. Over 200 children, their parents/care givers and other community members participated in the program. They were highly involved at all stages, including monitoring the children after completion of their training. Key government partners were police, especially child protection officers, (child) magistrates, social welfare and schools. Local leaders, youth clubs and CBO’s also played a key role. Government officials and other agencies working on child justice issues actively collaborated in the program.

When the activity was implemented:

The activity was initially implemented from 2015 to 2016.

3) Level and type of innovation of the good practice and overall impact

Although diversion is not new to Malawi, the activity was innovative in the Malawi setting as it offered a comprehensive approach to support children in conflict with the law. It incorporates all life-spheres of the child participants, uses dynamic awareness activities and actively involves (former) child participants as role-models and Agents of Change. Apart from providing children with life skills in different areas, it actively involves the child’s social environment, i.e. families and communities. It helps to ensure that children have capacities to go back to school or to be economically empowered, as to effectively change their lives. A key element is a focus on changing negative perceptions about diversion, with child justice practitioners and especially parents and community members, via outreach activities, community meetings and trainings. And improving referrals systems. The positive outcomes of these activities removed essential barriers to divert children and led to increased numbers of referred and positively accepted children.

4) Description: processes and steps involved

The diversion program consisted of 7 key elements:

1: Receive referrals

- Weekly visits to police stations, courts and prisons to follow up on cases
- Identify children who may be eligible for the program in terms of meeting criteria that indicate they will benefit from the program.

2: Make assessments

- Assess if children and families meet program criteria and are motivated to participate

3: Implement diversion Life Skills and Family Group Conference programs

- Conduct a training program for 10-12 weeks:
  - Life skills: address topics like setting and achieving life goals, resisting peer pressure, dealing with family and community issues, self-awareness, addressing alcohol and drug abuse,
decision-making, problem solving, healthy living and financial management.
✓ Family mediation sessions
✓ Victim/community mediation sessions
✓ Return to school support: family and school mediation, mental and financial support
✓ Vocational skills training in subjects of interest and in line with local opportunities
✓ Entrepreneurship skills: how to identify and manage feasible economic activities

4: Follow up visits to monitor long-term impact with children, families, communities

• Individual and group follow up activities to monitor long term impact of the program

5: School and community awareness activities

• Inform children about rights, responsibilities and need to seek support
• Involve schools, local leaders and youth clubs to identify, support and refer children at risk and to positively accept reformed children into their settings

6: Partner meetings and trainings

• Impart knowledge, create professional support and effective procedures
• Build strong partnership networks to facilitate swift and lawful child justice processes

7: Local and national awareness on the importance of diversion

• Local and national awareness media activities, like radio drama and newspaper articles

5) Resources and skills needed to carry out the good practice

To achieve optimal financial effectiveness and to guarantee long-term sustainability of the program, Byounique Trust used local staff and resources.

• Skills:
  Well-trained trainers in the course subject areas and who have strong knowledge and skills in working with children in conflict with the law and within child justice settings.

  • Resources:
    ✓ Trainers
    ✓ Materials for the trainings
    ✓ EIC-materials
    ✓ Communication
    ✓ Transport for police/court visits, assessments and follow ups
    ✓ Transport and refreshments for weekly counselling sessions, graduations, meetings
    ✓ Transport, P/A system, EIC and other basic logistics to conduct outreach and awareness activities
    ✓ Costs for school support: fees, uniforms, school materials, visits
    ✓ Costs for vocational trainings & entrepreneurship: tools, materials, start-ups, visits

6) Sustainability of the Good Practice:

The impact of the good practice is good with at least 90% of the children not re-entering in conflict with the law post training. The long-term sustainability of the program is facilitated as the good practice had resulted in:

• Skilled child justice professionals who can swiftly handle child cases
• Effective referral procedures, so police and courts can easily refer cases
• Family and community support for diversion that stimulates diversion referrals
• Easily-accessible manuals and EIC-materials that can be long-term used
• Acceptance of having to working on a basic financial budget
• Many ‘success story children’ who can act as role-models and Agents of Change
• General reduced costs of the child justice system via:
  ✓ Early detection & support of children at risk - less children in conflict with the law
  ✓ Higher number of diverted cases, leading to less child incarceration and prison costs
  ✓ Better acceptance of reformed children leads to less re-offending
  ✓ Less child crime leads to less social costs of property loss, bail costs, etc.
7) Link to Other Resources:
Contact: byouniquemalawi@gmail.com
Website: www.byounique.org
Methodology

This section presents an analysis of the financial data of the NCPS interventions for the period 2012-2018 and based on two different kind of sources:

- ESTIMATES of expenditure based on the Rolling Work Plan (RWP), see table 1 below
- ACTUAL expenditure based on the data received from UNICEF on 23 May 2018, see table 2 below

The estimated amounts are divided Regular Resources (RR), Other resources (OR) and Gap. The Gap covers the difference between what was estimated for that year as compared with what was actually funded either through RR or OR.

The goal of this analysis is to help show the size and financial distribution of the interventions and their evolution over time through tables and graphs in a synthetic way.

The overall budget UNICEF allocated included both regular and other resources over a seven-year, and was across four main Intermediate Results of the National Child Protection System as follows:

- **Intermediate Result 3.1.1:** National regulatory frameworks, standards, implementation guidelines, institutional coordination mechanisms, capacity building plans, accountability and enforcement frameworks for child protection in place by 2016.
- **Intermediate Result 3.1.2:** Ten of the most disadvantaged communities in each of 250 Traditional Authorities adopt protective child protection practices and have access to an expanded range of protection services that include early identification, case management, referral and HIV care and support, by 2016.
- **Intermediate Result 3.1.3:** A comprehensive child protection model (including prevention and response services, human resources, infrastructure and financing mechanisms) tested in seven districts by 2014.
- **Intermediate Result 3.1.4:** A functional National Child Protection Information Management System in place and capacity of the Department of Social Welfare developed to operate it by 2014.

It is to be noted that according to the RWP, starting from 2014, the number of Intermediate Results were reduced to 3 and were renamed Outputs instead of Intermediate Results:

- **Output 3.1.1:** key national actors have the technical capacity and evidence to develop and implement appropriate regulatory and accountability frameworks
- **Output 3.1.2:** A child protection system established in 3 districts and documented to inform a child protection system by 2016
- **Output 3.1.3:** Communities in selected districts have enhance knowledge and understanding of how to recognise and eliminate practices and behaviour harmful to children and how to have access to child protection services.

Moreover, note that the mid-term review in 2014 added IRs (315, emergency, 316, 317, 318) which, however, do not correspond with information in the Rolling Plans, thus making the analysis challenging in terms of comparison of actual and estimated expenses over time and between IRs.
### Table 1: Synthetic overview of the financial flows as per Rolling Work Plans 2012-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>IR in full</th>
<th>RR</th>
<th>OR</th>
<th>RR + OR</th>
<th>Gap</th>
<th>TOT WITH GAP</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>Intermediate Result 3.1.1: National regulatory frameworks, standards, implementation guidelines, institutional coordination mechanisms, capacity building plans, accountability and enforcement frameworks for child protection in place by 2016.</td>
<td>100,000</td>
<td>920,000</td>
<td>1,020,000</td>
<td>730,000</td>
<td>1,750,000</td>
</tr>
<tr>
<td></td>
<td>Intermediate Result 3.1.2: Ten of the most disadvantaged communities in each of 250 Traditional Authorities adopt protective child protection practices and have access to an expanded range of protection services that include early identification, case management, referral and HIV care and support, by 2016.</td>
<td>100,000</td>
<td>1,038,000</td>
<td>1,138,000</td>
<td>740,000</td>
<td>1,878,000</td>
</tr>
<tr>
<td></td>
<td>Intermediate Result 3.1.3: A comprehensive child protection model (including prevention and response services, human resources, infrastructure and financing mechanisms) tested in seven districts by 2014.</td>
<td>50,000</td>
<td>0</td>
<td>50,000</td>
<td>1,379,840</td>
<td>1,429,840</td>
</tr>
<tr>
<td></td>
<td>Intermediate Result 3.1.4: A functional National Child Protection Information Management System in place and capacity of the Department of Social Welfare developed to operate it by 2014.</td>
<td>105,382</td>
<td>1,276,000</td>
<td>1,381,382</td>
<td>70,000</td>
<td>1,451,382</td>
</tr>
<tr>
<td></td>
<td><strong>TOTAL 2012</strong></td>
<td>355,382</td>
<td>3,234,000</td>
<td>3,589,382</td>
<td>2,919,840</td>
<td>6,509,222</td>
</tr>
<tr>
<td>2013</td>
<td>Intermediate Result 3.1.1: National regulatory frameworks, standards, implementation guidelines, institutional coordination mechanisms, capacity building plans, accountability and enforcement frameworks for child protection in place by 2016.</td>
<td>100,000</td>
<td>765,000</td>
<td>865,000</td>
<td>755,000</td>
<td>1,620,000</td>
</tr>
<tr>
<td></td>
<td>Intermediate Result 3.1.2: Ten of the most disadvantaged communities in each of 250 Traditional Authorities adopt protective child protection practices and have access to an expanded range of protection services that include early identification, case management, referral and HIV care and support, by 2016.</td>
<td>50,000</td>
<td>900,000</td>
<td>950,000</td>
<td>1,125,000</td>
<td>2,075,000</td>
</tr>
<tr>
<td></td>
<td>Intermediate Result 3.1.3: A comprehensive child protection model (including prevention and response services, human resources, infrastructure and financing mechanisms) tested in seven districts by 2014.</td>
<td>30,000</td>
<td>30,000</td>
<td>2.190,000</td>
<td>2,220,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Intermediate Result 3.1.4: A functional National Child Protection Information Management System in place and capacity of the Department of Social Welfare developed to operate it by 2014.</td>
<td>77,646</td>
<td>750,000</td>
<td>827,646</td>
<td>230,000</td>
<td>1,057,646</td>
</tr>
<tr>
<td></td>
<td><strong>TOTAL 2013</strong></td>
<td>257,646</td>
<td>2,415,000</td>
<td>2,672,646</td>
<td>4,300,000</td>
<td>6,972,646</td>
</tr>
<tr>
<td>2014</td>
<td>Intermediate Result 3.1.1: National regulatory frameworks, standards, implementation guidelines, institutional coordination mechanisms, capacity building plans, accountability and enforcement frameworks for child protection in place by 2016.</td>
<td>177,758</td>
<td>754,932</td>
<td>932,690</td>
<td>280,000</td>
<td>1,212,690</td>
</tr>
<tr>
<td></td>
<td>Intermediate Result 3.1.2: Ten of the most disadvantaged communities in each of 250 Traditional Authorities adopt protective child protection practices and have access to an expanded range of protection services that include early identification, case management, referral and HIV care and support, by 2016.</td>
<td>47,539</td>
<td>585,000</td>
<td>632,539</td>
<td>2,783,074</td>
<td>3,415,613</td>
</tr>
</tbody>
</table>

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326 Rolling workplan 2012-2013  
327 Rolling workplan 2013-2014  
328 Rolling workplan 2013-2014
<table>
<thead>
<tr>
<th>Year</th>
<th>Intermediate Result 3.1.1:</th>
<th>Intermediate Result 3.1.2:</th>
<th>Intermediate Result 3.1.3:</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>key national actors have the technical capacity and evidence to develop and implement appropriate regulatory and accountability frameworks</td>
<td>A child protection system established in 3 districts and documented to inform a child protection system by 2016</td>
<td>Communities in selected districts have enhanced knowledge and understanding of how to recognise and eliminate practices and behaviour harmful to children and how to have access to child protection services.</td>
</tr>
<tr>
<td>2016</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2017</td>
<td>300.000</td>
<td>200.000</td>
<td>120.000</td>
</tr>
<tr>
<td>2018</td>
<td>100.000</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Year</th>
<th>TOTAL 2015</th>
<th>TOTAL 2016</th>
<th>TOTAL 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>2015</td>
<td>440.000</td>
<td>1.920.000</td>
<td>620.000</td>
</tr>
<tr>
<td>2016</td>
<td></td>
<td>0</td>
<td>260.000</td>
</tr>
<tr>
<td>2017</td>
<td></td>
<td></td>
<td>270.000</td>
</tr>
<tr>
<td>2018</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Intermediate Result 3.1.2: A child protection system established in 3 districts and documented to inform a child protection system by 2016</td>
<td>100.000</td>
<td>1.038.000</td>
<td>1.138.000</td>
</tr>
<tr>
<td>---------------------------------------------------------------------------------------------------------------------------------</td>
<td>---------</td>
<td>-----------</td>
<td>-----------</td>
</tr>
<tr>
<td>Intermediate Result 3.1.3: Communities in selected districts have enhance knowledge and understanding of how to recognise and eliminate practices ad behaviour harmful to children and how to have access to child protection services.</td>
<td>50.000</td>
<td>0</td>
<td>50.000</td>
</tr>
<tr>
<td>TOTAL 2018</td>
<td>105.382</td>
<td>1.276.000</td>
<td>1.381.382</td>
</tr>
<tr>
<td>PCR and IRs</td>
<td>2012</td>
<td>2013</td>
<td>2014</td>
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<tr>
<td>------------</td>
<td>---------------</td>
<td>---------------</td>
<td>---------------</td>
</tr>
<tr>
<td>IR 311</td>
<td>RR 113.727,76</td>
<td>146.431,92</td>
<td>143.822,81</td>
</tr>
<tr>
<td></td>
<td>OR 265.143,03</td>
<td>262.590,07</td>
<td>254.102,90</td>
</tr>
<tr>
<td>Total</td>
<td>380.868,29</td>
<td>409.024,99</td>
<td>397.925,71</td>
</tr>
<tr>
<td>IR 312</td>
<td>RR 71.325,14</td>
<td>269.773,82</td>
<td>515.310,08</td>
</tr>
<tr>
<td></td>
<td>OR 1.105.519,66</td>
<td>2.049.079,57</td>
<td>1.440.711,22</td>
</tr>
<tr>
<td>IR 313</td>
<td>RR 56.196,20</td>
<td>823,55</td>
<td>(680,00)</td>
</tr>
<tr>
<td></td>
<td>OR 12.258,05</td>
<td>119.172,88</td>
<td>57.069,86</td>
</tr>
<tr>
<td>Total</td>
<td>68.456,25</td>
<td>119.996,43</td>
<td>56.389,86</td>
</tr>
<tr>
<td>IR 314</td>
<td>RR 75.248,43</td>
<td>27.337,53</td>
<td>47.607,93</td>
</tr>
<tr>
<td></td>
<td>OR 160.402,33</td>
<td>1.007.874,68</td>
<td>386.320,10</td>
</tr>
<tr>
<td>Total</td>
<td>235.650,76</td>
<td>1.035.212,21</td>
<td>433.928,03</td>
</tr>
<tr>
<td>IR 315</td>
<td>RR 235.018,22</td>
<td>269.227,58</td>
<td>290.928,61</td>
</tr>
<tr>
<td></td>
<td>OR 372.291,85</td>
<td>568.504,46</td>
<td>720.378,28</td>
</tr>
<tr>
<td>Total</td>
<td>607.309,87</td>
<td>837.732,04</td>
<td>1.011.306,89</td>
</tr>
<tr>
<td>IR 900/931</td>
<td>RR -</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>OR</td>
<td>-</td>
<td>463,618,03</td>
</tr>
<tr>
<td>Total</td>
<td>463,618,03</td>
<td>419,261,59</td>
<td>527,270,09</td>
</tr>
<tr>
<td>IR 316</td>
<td>RR 71.317,35</td>
<td>423,982,74</td>
<td>428,722,72</td>
</tr>
<tr>
<td></td>
<td>OR 887,555,85</td>
<td>583,142,99</td>
<td>138,885,16</td>
</tr>
<tr>
<td>Total</td>
<td>958,873,20</td>
<td>1,001,125,73</td>
<td>567,607,91</td>
</tr>
<tr>
<td>IR 317</td>
<td>RR 137,959,07</td>
<td>137,576,43</td>
<td>309,221,23</td>
</tr>
<tr>
<td></td>
<td>OR 1.638,916,59</td>
<td>1.731,487,28</td>
<td>516,103,94</td>
</tr>
<tr>
<td>Total</td>
<td>1.776,875,66</td>
<td>1.875,063,71</td>
<td>825,325,17</td>
</tr>
<tr>
<td>IR 318</td>
<td>RR 362,203,87</td>
<td>239,418,77</td>
<td>233,454,73</td>
</tr>
<tr>
<td></td>
<td>OR 1.587,955,97</td>
<td>1.317,627,41</td>
<td>966,984,37</td>
</tr>
<tr>
<td>Total</td>
<td>1.930,159,84</td>
<td>1.557,046,18</td>
<td>1.200,439,10</td>
</tr>
<tr>
<td>TOTAL</td>
<td>RR 551,517,75</td>
<td>713,594,40</td>
<td>996,989,43</td>
</tr>
<tr>
<td></td>
<td>OR 1,915,614,72</td>
<td>4,007,224,66</td>
<td>2,858,582,36</td>
</tr>
<tr>
<td>RR+OR</td>
<td>2,467,132,47</td>
<td>4,720,819,06</td>
<td>3,855,571,79</td>
</tr>
</tbody>
</table>
**Analysis**

The overall estimated budget for the implementation of the strategy was up to **USD 40 M**, including both regular (6 %), other resources (52 %) and gap (42 %) over a seven-year period. The total actually allocated amount including RR and OR is up to **USD 23 M** while the total disbursed amount is up to a total of **USD 26 M**, which accounts for **65%** of the estimated amount.

Figure 1 provides an overview of the estimated and actual amounts over the evaluation period. The estimated funds had a significant drop after 2015, which was the year with a peak in allocations. Expenses also dropped after 2015 and were at a very minimum in 2018.

*Figure 1: Estimated Funds and Actual expenses 2012-2018, Millions USD*

However, if we compare the actual allocated amounts (RR+OR) with the real expenses we find a similar trend over the year, although the expenses are higher for most of the years with the exception of 2012 and 2015. This can be explained by unforeseen allocations which were not envisaged when the RWP were approved.

*Figure 2: RR+OR allocated funds compared to Actual Expenses, Millions USD*
As already mentioned, yearly comparisons between IRs is challenging. However, we assumed that we can group them considering the fact that they are actually similar over time. Table 3 provides the estimated amounts by IR and by year. The IR with the highest amount of estimated funds is IR 312 (35%), which refers to the child protection system and which in 2014 was estimated to receive more than half of the amount. The IR with the lowest amount is IR 314 (9%) which indeed stopped in 2015.

Table 3: Estimated amounts including RR, OR and Gap

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>RI 311</td>
<td>Amount</td>
<td>1.750.000</td>
<td>1.620.000</td>
<td>1.212.690</td>
<td>2.915.000</td>
<td>720.000</td>
<td>790.000</td>
<td>2.152.000</td>
</tr>
<tr>
<td>%</td>
<td>27%</td>
<td>23%</td>
<td>20%</td>
<td>32%</td>
<td>33%</td>
<td>34%</td>
<td>33%</td>
<td>28%</td>
</tr>
<tr>
<td>RI 312</td>
<td>Amount</td>
<td>1.878.000</td>
<td>2.075.000</td>
<td>3.415.613</td>
<td>2.435.000</td>
<td>935.000</td>
<td>875.000</td>
<td>2.340.000</td>
</tr>
<tr>
<td>%</td>
<td>29%</td>
<td>30%</td>
<td>56%</td>
<td>27%</td>
<td>43%</td>
<td>38%</td>
<td>36%</td>
<td>35%</td>
</tr>
<tr>
<td>RI 313</td>
<td>Amount</td>
<td>1.429.840</td>
<td>2.220.000</td>
<td>394.932</td>
<td>3.675.000</td>
<td>525.000</td>
<td>640.000</td>
<td>2.080.000</td>
</tr>
<tr>
<td>%</td>
<td>22%</td>
<td>32%</td>
<td>6%</td>
<td>41%</td>
<td>24%</td>
<td>28%</td>
<td>32%</td>
<td>28%</td>
</tr>
<tr>
<td>RI 314</td>
<td>Amount</td>
<td>1.451.382</td>
<td>1.057.646</td>
<td>1.130.925</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>%</td>
<td>22%</td>
<td>15%</td>
<td>18%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
<td>9%</td>
</tr>
<tr>
<td>%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Figure 3 below compares the estimated funds and the actual expenses. As mentioned above the comparison is weak since the actual expenses are divided by more than 4 IRs. However, it is interesting to see that RI 312 maintained its importance, also in terms of expenditure, which represented overall 23% of the total amount.

Figure 3. Estimated funds (RR + OR + Gap) and actual expenses